



**MONTENEGRO
MINISTRY OF JUSTICE**

**ACTION PLAN FOR IMPLEMENTATION
OF THE COUNTERING VIOLENT EXTREMISM STRATEGY 2016-2018**

Podgorica, April 2016

INTRODUCTION

At its session held on 10 December 2015, the Government of Montenegro adopted the Countering Violent Extremism Strategy (hereinafter: CVE Strategy), with the aim to effectively respond to the challenges of radicalization and violent extremisms. CVE Strategy represents an integral part of numerous activities of the Government of Montenegro aimed at contributing to the global fight against terrorism, irrespective of its form. CVE Strategy builds on and complements the national Strategy for the prevention and suppression of terrorism, money laundering and terrorism financing, and represents a response to the threats of violence motivated by radicalization, threats of violent extremism and particularly to the issue of foreign fighters.

The security threat that recently became very frequent is the participation of foreign fighters in armed conflicts throughout the world. Based on that fact, in March 2015, the Government of Montenegro adopted the Law on Amendments to the Criminal Code of Montenegro (Official Gazette of MNE no. 14/2015 dated 26 March 2015) that introduces a new criminal offense “Participation in foreign armed formations”. Following these amendments, the Criminal Code of Montenegro is fully aligned with the UN Resolution 2178(2014) on foreign fighters/ mercenaries, adopted by the UN Security Council at the 7272 session on 24 September 2014.

UN Resolution 2178 calls for enhanced efforts to tackle violent extremism through the prevention of radicalization, recruitment, and mobilization of individuals into terrorist groups and becoming foreign terrorist fighters. In addressing the threat posed by foreign terrorist fighters

(FTFs), the emphasis is put on international and regional cooperation and exchange of information, strengthening of border control for the purpose of inhibiting foreign terrorist fighter travel, using more efficiently the INTERPOL resources, disrupting financial support to foreign terrorist fighters, countering incitement to terrorist acts motivated by extremism or intolerance, promoting political and religious tolerance, economic development and social cohesion and inclusiveness, ending and resolving armed conflicts and facilitating reintegration and rehabilitation, as well as prosecution of the FTFs and those who recruit them, finance and facilitate their travel.

CVE Strategy is based on the UN guidelines, EU and regional priorities in the South East Europe Cooperation Process, solutions developed under the auspices of the Global Counterterrorism Forum – GCTF and the EU Radicalization Awareness Network – EU RAN.

In order to fulfill the aforementioned vision and mission, the following strategic goals are set in this Strategy:

- Adequate understanding of the drivers of radicalization in order to prevent radicalization;
- Establishment of effective coordination mechanisms among relevant institutions at the national and international level;
- Implementation of activities in response to the drivers of radicalization - combating radicalism and violent extremism;
- Implementation of monitoring and evaluation in order to eliminate the consequences of violent extremism and terrorism and to plan future activities.

In its Conclusion no. 08-2906 dated 17 December 2015, the Government of Montenegro assigned the Ministry of Justice the duty to prepare and deliver the Action Plan for implementation of the CVE Strategy for the period 2016-2018 by the end of March 2016.

Based on the aforementioned, the Minister of Justice established an Inter-Sector Working Group with the aim to draft the Action Plan for implementation of the CVE Strategy for the period 2016-2018, comprised of the representatives of the Ministry of Justice, Ministry of Interior, Police Directorate, National Security Agency, Ministry of Defense, Ministry of Labor and Social Welfare and the Union of Municipalities of Montenegro.

The Action Plan for implementation of the CVE Strategy for the period 2016-2018 elaborates in detail the strategic goals, through the definition of concrete activities, responsible authorities for their implementation, necessary budget estimates and result indicators.

ABBREVIATIONS

CVE Strategy – Countering Violent Extremism Strategy

CT Strategy – Countering Terrorism Strategy (Strategy for Prevention and Suppression of Terrorism, Money Laundering and Terrorism Financing)

NSA – National Security Agency

AZT – Agency for Telecommunications and Postal Activity

Bureau for Operational Coordination – Bureau for Operational Coordination and Harmonization of Activities of different authorities representing the intelligence and security sector

SSPO – Supreme State Prosecutor's Office

SC – Supreme Court of Montenegro

LSGU – Local Self-Government Units

MFAEI – Ministry of Foreign Affairs and European Integration

MIST – Ministry for Information Society and Telecommunications

MHMR – Ministry for Human and Minority Rights

MC – Ministry of Culture

MoS – Ministry of Science

MD – Ministry of Defense

MoJ – Ministry of Justice

ME – Ministry of Education

MLSW – Ministry of Labor and Social Welfare

MoI – Ministry of Interior

NGO – Non-governmental organization

PA – Police Academy

UP – Police Directorate

DYS – Directorate for Youth and Sports

DPMLTF – Directorate for the Prevention of Money Laundering and Terrorism Financing

ZIKS – Institute for the Execution of Criminal Sanctions

UoM – Union of Municipalities of Montenegro

I. ACTION PLAN FOR IMPLEMENTATION OF THE COUNTERING VIOLENT EXTREMISM STRATEGY 2016-2018

PRIORITY AREA 1:

Adequate understanding of drivers of radicalization in order to prevent radicalization

Prevention of violent extremism and radicalization are closely related to the early identification of factors, causes and persons/ target groups. Achievement of the same level of understanding among all the different stakeholders involved in countering violent extremism is a prerequisite for the design of an appropriate and effective response and definition of an integrated approach in the suppression of violent extremism.

The activities under this objective will lead to an increase in understanding of conditions, factors, drivers of radicalization leading to violence and strengthening of existing levels of community resilience to violent extremism. To that end, a risk assessment and violent extremism threat analysis will be undertaken to identify causes affecting radicalization. Internet based radicalization leading to violent extremism and terrorism represents a particular and growing concern in numerous countries. In this respect, activities will focus on strengthening cooperation with the civil society and the private sector in order to identify and suppress Internet threats.

Aware of the fact that radicalization exceeds national borders, in 2011 the European Commission established a Radicalization Awareness Network (RAN) that gathered over 700 experts and specialists from various parts of Europe. The Network facilitates exchange of ideas within

the same area by empowering local participants and organizing international conferences of experts at all levels. In this priority area, one of the activities will be participation of the representatives of Montenegrin authorities in the ad hoc events organized within the Radicalization Awareness Network.

Besides, activities will also be undertaken in order to define an “exit strategy” to assist individuals when leaving violent extremism, provision of adequate assistance to individuals in countering radicalization, and training of specialists in early detection and prevention of radicalization. One of the key activities in the prevention of radicalization is the education of youth through the system of education on violent extremism and ways to assist in de-radicalization.

No	MEASURE/ ACTIVITY	RESPONSIBLE AUTHORITY	DEADLINE	BUDGET	INDICATOR
1.	Establishment of a working group with the aim to: <ol style="list-style-type: none"> 1. Undertake an analysis of threats and risks of violent extremism 2. Identify drivers of violent extremism and radicalization and identify vulnerability factors for individuals, groups and communities 3. Monitor implementation of measures to eliminate 	MoI, PD, MD, NSA, MoJ, MLSW, MHMR	May 2016 1. September 2017 2. September 2016 3. Continuous	Regular budgetary assets Expert support US Embassy	Working group established 1. Violent extremisms threat analysis and risk analysis undertaken 2. Drivers of violent extremism and radicalization and vulnerability factors identified 3. Periodical reports prepared

	factors resulting in violent extremism				
2.	<p>Strengthen the cooperation with the civil society and the private sector in order to identify Internet based threats through the following:</p> <ol style="list-style-type: none"> 1. Introduction of programs for monitoring of social networks and the Internet 2. Encouraging NGOs to nominate projects for suppression of Internet-based promotion of violent extremism 3. Involvement of the private sector (telecommunication service providers) in the development of mechanisms to prevent distribution of ideas of violent extremism 	<p>MoI-PD, MD, NSA, MoJ, MHMR, MIST, NGO, telecommunication service providers</p>	<p>October 2016 and continuously</p>	<p>Regular budgetary assets US Embassy</p>	<ol style="list-style-type: none"> 1. Program for monitoring of social networks and the Internet established 2. Number of nominated and implemented projects for suppression of Internet-based promotion of violent extremism 3. List of identified web sites for promotion of violent extremism (blacklist sites) developed

	through the Internet (blacklist sites)				
3.	Participation in activities organized within the Radicalization Awareness Network (EU RAN)	MoI-PD, NSA, MD	September 2016 Continuously	Regular budgetary assets	Number and type of implemented activities
4.	Define “exist strategies” to assist individuals when leaving violent extremism: 1. Prepare support plan for individuals leaving radical/terrorist groups 2. Threat assessment for identified individuals/returnees from extremist/terrorist groups, with the plan for their reintegration 3. Develop plan for reintegration and de-radicalization of individuals in prison institutions (provision	MoI-PD, MHMR, MoJ, MLSW, ME, NSA, MD, ZIKS	December 2016 February 2017 June 2017	Regular budgetary assets US Embassy	1. Support plan for individuals leaving radical/terrorist groups developed 2. Threat assessment for identified individuals/returnees from extremist/terrorist groups and plan for their reintegration developed 3. Plan for reintegration and de-radicalization of individuals in prison institutions developed

	of psychological and/or religious counseling for individuals and social support for their family members)				
5.	<p>Ensure adequate assistance to individuals at risk of radicalization in the prevention of radicalization:</p> <ol style="list-style-type: none"> 1. Identify individuals at risk of radicalization by developing a list of indicators for early detection of radicalization 2. Develop a plan for de-radicalization of individuals at risk of radicalization through comprehensive social, psychological and educational activities 3. Develop informative materials at the level 	<p>MoI-PD, MLSW, MHMR, MoJ, ZIKS, ME, NSA, LSGU, UoM</p>	<p>February 2017</p> <p>March 2017</p> <p>June 2017</p> <p>Continuously</p>	<p>Regular budgetary assets</p> <p>US Embassy</p>	<ol style="list-style-type: none"> 1. List of indicators for early detection of radicalization developed 2. Plan for de-radicalization of individuals at risk of radicalization developed 3. Number of brochures produced 4. Program of lectures for vulnerable groups and reports on implemented activities developed

	of local self-government units 4. Develop and implement the program of lectures for vulnerable groups				
6.	Training specialists for early detection – prevention of radicalization	MoI-PD, NSA, MHMR, MD, MLSW, ME, ZIKS	Continuously	Regular budgetary assets International organizations/ projects	Number of implemented training courses and number of persons trained to prevent radicalization
7.	Organize courses aimed at youth awareness raising on CVE Strategy and the effects of extremist violence in the society, by including in the regular education system at all levels the programs that will inform the students about dangers of violent extremism and assistance in de-radicalization	ME, MS DYS LSGU	September 2016 and continuously	Regular budgetary assets International organizations/ projects NGO	1. Number of organized courses/ programs 2. Number of participants

8.	Organize media training on reporting about consequences of extremist violence in the society	MC	November 2016 November 2017	Regular budgetary assets International organizations/ projects	Annual media training implemented
<p>PRIORITY AREA 2: Establishment of effective coordination mechanisms among relevant institutions at the national and international level</p>					
<p>Establishment of efficient cooperation with international organizations engaged in prevention of terrorism and violent extremism is identified as necessary. Activities within this priority area should lead to the establishment of coordination mechanisms through the involvement of partners from various sectors and from different levels into the activities of suppression of extremism.</p> <p>It is necessary to establish partnerships between government agencies, scientific institutions and NGOs, as well as cooperation between relevant actors and the national and local level. In order to monitor distribution of information on violent extremism and hate speech on the Internet, it is necessary to strengthen administrative capacities, through implementation of training for officers working directly on the issues of suppression of violent extremism and radicalization, as well as technical capacities.</p> <p>Procurement of necessary equipment will enable implementation of activities to identify terrorist and violent-extremist contents on the Internet and to monitor international black lists.</p>					
No	MEASURE/ACTIVITY	RESPONSIBLE AUTHORITY	DEADLINE	BUDGET	INDICATOR

1.	<p>Improve the capacities of the Cyber Crime Unit in order to:</p> <ul style="list-style-type: none"> - Efficiently monitor dissemination of information on violent extremism and hate speech on the Internet - prevention of abuse of the existing IT infrastructure at the national level to disseminate extremist propaganda with the aim to attract new persons and finance violent extremist and terrorist groups and individuals 	<p>MoI-PD, NSA, MIST, MD</p>	<p>June 2017 and continuously</p>	<p>Regular budgetary assets US Embassy</p>	<ol style="list-style-type: none"> 1. Analysis of necessary resources implemented 2. Equipment procured in accordance with the analysis 3. Number of joint activities aimed at identifying terrorist and violent extremist contents on the Internet.
2.	<p>Establishment of partnerships between state authorities, scientific institutions and NGOs – mapping the existing civil society initiatives with a positive effect on increase in resilience and reduction of vulnerability to radicalization and recruitment for the purpose of violent extremism</p>	<p>Office for cooperation with NGOs, MS</p>	<p>December 2016 and continuously</p>	<p>Regular budgetary assets</p>	<p>Identification of NGOs and scientific institutions dealing with the issues of violent extremism and radicalization Number of projects</p>

3.	Implement the analysis of development strategies, policies and actions plans that the Government of Montenegro currently implements, in order to identify the activities that may be used and where there is a synergy with CVE and CT strategies	MoI-PD, MHMR, MoJ, MLSW, ME, NSA, MD, MIST, DPMLTF, UoM	November 2016	Regular budgetary assets	Analysis with recommendations prepared
4.	Training of officers working directly on the issues of countering violent extremism and radicalization	PA, MoI-PD, NSA, MHMR, MD, MLSW, UoM	Continuously	Regular budgetary assets International organizations/ projects	Number of implemented training courses and number of persons trained to counter violent extremisms and radicalization
5.	Ensure involvement of technological companies and ICT experts in the network in order to design innovative approaches in the use of technology, Internet and the social media to counter	TA, MoI-PD, MIST, MD SSPO, NSA, Internet providers	December 2016 and continuously	Regular budgetary assets	<ol style="list-style-type: none"> 1. Procedures for cooperation between the Telecommunications Agency (TA), law enforcement agencies and Internet providers defined 2. List of blocked domains 3. Guidelines/ instructions defined regarding actions of

	<p>violent extremism, through the following:</p> <ol style="list-style-type: none"> 1. Definition of procedures for cooperation between the Telecommunications Agency (TA), law enforcement agencies and Internet providers, in order to prevent abuse of Internet for extremist and terrorist purposes 2. Implementation of black lists of web pages (list of domains) containing extremist and terrorist information and their blocking by the Internet providers 3. Development of guidelines/ instructions on actions of the Internet providers in case of detecting web pages inciting to violent extremism, radicalism and/ or terrorism 			<p>International organizations/ projects</p>	<p>the Internet providers in case of detecting web pages inciting to violent extremism, radicalism and/ or terrorism</p>
--	---	--	--	--	--

6.	Establishment of efficient cooperation with international organizations involved in prevention of terrorism and violent extremism – efficient use of INTERPOL and EUROPOL resources in the prevention and suppression of violent extremism	MoI - PD	Continuously	Regular budgetary assets	1. Number of exchanged information 2. Number of projects, analytical groups and initiatives that Montenegro participates in
7.	Monitoring of international black lists and lists kept by other countries and international organizations on persons related to violent extremism, radicalism and terrorism and its incorporation into national databases	MFAEI, MoI-PD, NSA, MD, MIST	Continuously	Regular budgetary assets	Number of persons from black lists entered into national data bases

PRIORITY AREA 3:

Implementation of activities as a response to drivers of radicalization – suppression of radicalism and violent extremism

Increased understanding of drivers and the establishment of effective coordination mechanisms will enable Montenegro to effectively intervene to address these drivers by developing tailor-made and targeted solutions, and community based, creative and innovative approaches that demonstrably strengthen resilience against violent extremist agendas.

To that end, activities will be implemented aimed at establishing efficient coordination between law enforcement agencies, joint use of existing resources that should lead to adequate processing i.e. detection and criminal prosecution of perpetrators of criminal offenses related to violent extremism and terrorism.

Joint teams will be established at the national and international level. Having in mind the importance of countering violent extremism and radicalization, and the scope of the problems these phenomena result in, it is necessary to continuously monitor alignment of national legislation with the international standards in the area of violent extremism and radicalization.

No	MEASURE/ACTIVITY	RESPONSIBLE AUTHORITY	DEADLINE	BUDGET	INDICATOR
1.	Establishment of efficient coordination between law enforcement agencies, the state prosecution and the courts	Bureau for operational coordination, SSPO, MoI-PD, NSA, MD	Continuously	Regular budgetary assets	1. Number of established joint teams at the national and international level 2. Number of projects and initiatives that Montenegro participates in
2.	Joint use of existing resources at the national level in the suppression of violent extremism and radicalization, through: 1. Exchange of criminal intelligence;	Bureau for operational coordination MoI-PD, NSA, MD, SSPO	Continuously	Regular budgetary assets	Report developed on the following: - Exchange of intelligence - Use of existing technical resources for preliminary investigations and investigations

	<p>2. Use of existing technical resources for preliminary investigations and investigations;</p> <p>3. Use of available INTERPOL and EUROPOL resources</p>				<ul style="list-style-type: none"> - Use of available INTERPOL and EUROPOL resources
3.	<p>Creation of prerequisites for implementation of continuous, timely and comprehensive exchange of information (at the national and international level)</p>	<p>Bureau for operational coordination</p> <p>MoI-PD, NSA,</p> <p>MD</p>	<p>Continuously</p>	<p>Regular budgetary assets</p>	<p>1. Number of information exchanged</p> <p>2. Number of projects, analytical groups and initiatives that Montenegro participates in</p>
4.	<p>Detection and criminal prosecution of perpetrators of criminal offenses related to violent extremism and terrorism and persons participating as foreign fighters in foreign war zones, as well as persons and criminal groups assisting with financing of violent extremism and recruitment</p>	<p>MoJ, MoI-PD, SC, SSPO</p>	<p>Continuously</p>	<p>Regular budgetary assets</p>	<p>Report on the use of criminal offense participation in foreign armed formations in practice, which will contain the number of:</p> <ul style="list-style-type: none"> - Criminal reports; - Investigations; - Indictments and - Court judgments

	and training of foreign fighters				
5.	Monitor alignment of national legislation with international standards in the area of violent extremism and radicalization	MoJ, DPMLTF	Continuously	Regular budgetary assets	<ol style="list-style-type: none"> 1. Alignment report 2. Publication of UN lists of physical and legal persons subject to restrictive measures of travel prohibition and/or asset freezing
6.	Sign and confirm the Additional Protocol to the Council of Europe Convention on the Prevention of Terrorism on foreign terrorist fighters (2015)	ME Government of Montenegro	December 2016 March 2017	Regular budgetary assets	Additional Protocol signed and confirmed

PRIORITY AREA 4:

Implementation of monitoring and evaluation in order to eliminate consequences of violent extremism and terrorism and plan for future activities

Implementation of monitoring and evaluation on implementation of measures contained in the Action Plan for implementation of the CVE Strategy 2016-2018 will take place through the development of annual reports on the implementation of measures, all with the aim to collect, compare and exchange data from the wide spectrum of sources.

This will ensure timely and effective approach in countering violent extremism and radicalization leading to terrorism, as well as in the preventive activities.

Exchange of best practices and implementation of training courses will improve early detection of radicalization, adequate adaptation of response to violent extremism, and assessment/measuring of impact.

No	MEASURE/ACTIVITY	RESPONSIBLE AUTHORITY	DEADLINE	BUDGET	INDICATOR
1.	Monitoring and evaluation of implementation of measures contained in the Action Plan for implementation of the CVE Strategy	Bureau for operational coordination	December 2016 and continuously (annually)	Regular budgetary assets	Annual reports on implementation of measures contained in the Action Plan for implementation of CVE Strategy developed
2.	Exchange of best practices as a basis for harmonization of priorities in the prevention and suppression of violent extremism	Bureau for operational coordination MoI, PD, MD, NSA, ME, MLSW, MHMR	Continuously	Regular budgetary assets US Embassy	1. Number of courses and participants in courses 2. Study visits

II. IMPLEMENTATION OF THE ACTION PLAN FOR IMPLEMENTATION OF THE CVE STRATEGY 2016-2018

Implementation of the Action Plan for implementation of the CVE Strategy for the period 2016-2018 requires coordinated action of all relevant state authorities involved in the fight against violent extremism and radicalization.

In order to ensure quality monitoring over the implementation of measures contained in the Action Plan for Implementation of the CVE Strategy 2016-2018, the Bureau for operational coordination has been established, in accordance with the Law on Fundamentals of the Intelligence and Security Sector of Montenegro.

For the purpose of implementation of this Action Plan, the tasks of the Bureau for operational coordination are as follows:

- to manage, organize, coordinate and monitor the activities of the state authorities, public administration authorities and other relevant institutions regarding implementation of the Action Plan for implementation of the CVE Strategy for the period 2016-2018;

- to monitor the dynamics of implementation and results achieved in the implementation of this Action Plan;
- to submit to the National Security Council reports on the measures implemented, together with the assessment of the situation and proposal of further measures, when necessary, but minimum once a year.

III. SUMMARY

At its session held on 10 December 2015, the Government of Montenegro adopted the Countering Violent Extremism Strategy 2016-2018 (hereinafter: CVE Strategy), with the aim to effectively respond to the challenges of radicalization and violent extremisms. CVE Strategy represents an integral part of numerous activities of the Government of Montenegro aimed at contributing to the global fight against terrorism, irrespective of its form. CVE Strategy builds on and complements the national Strategy for the prevention and suppression of terrorism, money laundering and terrorism financing, and represents a response to the threats of violence motivated by radicalization, threats of violent extremism and particularly to the issue of foreign fighters

In its Conclusion no. 08-2906 dated 17 December 2015, the Government of Montenegro assigned the Ministry of Justice the duty to prepare and deliver the Action Plan for implementation of the CVE Strategy for the period 2016-2018 by the end of March 2016. Based on the aforementioned, the Minister of Justice established an Inter-Sector Working Group with the aim to draft the Action Plan for implementation of the

CVE Strategy for the period 2016-2018, comprised of the representatives of the Ministry of Justice, Ministry of Interior, Police Directorate, National Security Agency, Ministry of Defense, Ministry of Labor and Social Welfare and the Union of Municipalities of Montenegro.

The Action Plan for implementation of the CVE Strategy for the period 2016-2018 elaborates in detail the strategic goals, through the definition of concrete activities, responsible authorities for their implementation, necessary budget estimates and result indicators.

Activities under priority area 1 – Adequate understanding of drivers of radicalization in order to prevent radicalization will lead to better understanding of conditions, factors, drivers of radicalization leading to violence and strengthening of existing levels of community resilience to violent extremism. To that end, a risk assessment and violent extremism threat analysis will be undertaken to identify causes affecting radicalization. Internet based radicalization leading to violent extremism and terrorism represents a particular and growing concern in numerous countries. In this respect, activities will focus on strengthening cooperation with the civil society and the private sector in order to identify and suppress Internet threats.

Within priority area 2 – Establishment of effective coordination mechanisms among relevant institutions at the national and international level will lead to the establishment of coordination mechanisms through the involvement of partners from various sectors and from different levels into the activities of suppression of extremism. In order to monitor distribution of information on violent extremism and hate speech on the Internet, it is necessary to strengthen administrative capacities, through implementation of training for officers working directly on the issues of suppression of violent extremism and radicalization, as well as technical capacities. Procurement of necessary equipment will enable implementation of activities to identify terrorist and violent-extremist contents on the Internet and to monitor international black lists.

With regard to priority area 3 – Implementation of activities as a response to drivers of radicalization – suppression of radicalization and violent extremism, activities will be implemented aimed at establishing efficient coordination between law enforcement agencies, joint use of existing resources that should lead to adequate processing i.e. detection and criminal prosecution of perpetrators of criminal offenses related to violent extremism and terrorism. Joint teams will be established at the national and international level.

Within the priority area 4 – Implementation of monitoring and evaluation in order to eliminate the consequences of violent extremism and terrorism and plan future activities will take place through the development of annual reports on the implementation of measures, all with the aim

to collect, compare and exchange data from the wide spectrum of sources. This will ensure timely and effective approach in countering violent extremism and radicalization leading to terrorism, as well as in the preventive activities.

In order to ensure quality monitoring over the implementation of measures contained in the Action Plan for Implementation of the CVE Strategy 2016-2018, the Bureau for operational coordination has been established, in accordance with the Law on Fundamentals of the Intelligence and Security Sector of Montenegro.