



## **Project FIRST LINE**

### **Practitioners Dealing with Radicalization Issues - Awareness Raising and Encouraging Capacity Building in the Western Balkan Region**

**HOME/2014/ISFP/AG/RADX**

**Summary, Results and Recommendations**



Co-funded by the  
Internal Security Fund  
of the European Union

CIP - Kataložni zapis o publikaciji  
Narodna in univerzitetna knjižnica, Ljubljana

343.326(497)

PROJECT First line : practitioners dealing with radicalization issues  
- awareness raising and encouraging capacity building in the western  
Balkan region : HOME/2014/ISFP/AG/RADX : summary, results and  
recommendations / [editor Albert Černigoj]. - Ljubljana : Ministry of the  
Interior of the Republic of Slovenia, 2018

ISBN 978-961-6797-42-9

1. Černigoj, Albert  
295382784

**ISBN 961-6797-42-9**



9 78 9616 797429

**Published by:** Ministry of the Interior of the Republic of Slovenia

**Editor:** Albert Černigoj, FIRST LINE Project manager

**Printed by:** Grafex, d. o. o.

**Edition:** 600

Ljubljana, May 2018

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## **FIRST LINE Project Partners** (in alphabetical order)

### **AL – Drejtoria e Përgjithshme e Policisë së Shtetit**

General Directorate of Albanian Police

### **AT – Bundesministerium für Inneres, Bundesamt für Verfassungsschutz und Terrorismusbekämpfung**

Federal Ministry of the Interior, Federal Agency for State Protection and Counter Terrorism

### **BA – Direkcija za koordinaciju policijskih tijela BiH**

Directorate for Coordination of Police Bodies of Bosnia and Herzegovina

### **BA – Državna agencija za istrage i zaštitu**

State Investigation and Protection Agency of Bosnia and Herzegovina

### **BA – Ministarstvo sigurnosti Bosne i Hercegovine**

Ministry of Security of Bosnia and Herzegovina

### **BE – Belgische Federale Politie**

Belgian Federal Police

### **CZ – Útvar pro odhalování organizovaného zločinu, Služby kriminální policie a vyšetřování, Policie České republiky**

Police of the Czech Republic, Organized Crime Division, Criminal Police and Investigation Service

### **HR – Ministarstvo unutarnjih poslova Republike Hrvatske**

Ministry of the Interior of the Republic of Croatia

### **Kosovo\* – Ministria e Punëve të Brendshme e Republikës së Kosovës, Policia e Kosovës**

Ministry of the Interior of the Republic of Kosovo, Kosovo Police

### **MK – Министерство за внатрешни работи на Република Македонија, Управа за безбедност и контраразузнавање**

Ministry of the Interior of Macedonia, Security and Counterintelligence Service

### **MNE – Ministarstvo unutrašnjih poslova Crne Gore, Uprava policije**

Ministry of the Interior of Montenegro, Police Directorate

### **RS – Министарство унутрашњих послова Републике Србије**

Ministry of the Interior of the Republic of Serbia

### **Applicant and coordinator of the FIRST LINE project:**

### **SI – Ministrstvo za notranje zadeve Republike Slovenije, Policija**

Ministry of the Interior of the Republic of Slovenia, Police

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

## THE CHALLENGE, THE CONTEXT, AND THE CONCEPT



Albert Černigoj,  
EU First Line project manager

Terrorism has become one of the primary risks to the fundamental values of humanity and the rule of law. Although security circumstances are changing rapidly terrorism continues to be a permanent threat that grows even stronger with every new incident. Nowadays, more than ever before, the dynamics and complexity of terrorism call for extraordinary horizontal and multidisciplinary approaches. This is why terrorism features high on the agenda of multiple stakeholders at the international, regional and national levels as well as at the sub-regional level where first-line

practitioners of various professions deal with different types of terrorism.

The 9/11 terrorist attacks marked an important milestone in the way we perceive terrorism. Terrorism prevention is becoming part of the general/early prevention in which non-security stakeholders are coming to the forefront. Counter-terrorism processes are shifting from repression to prevention and more attention is paid to address conditions that are conducive to the spread of terrorism, to be able to detect root causes and with that launch first actions in very early stage.

As a responsible society, we need to deepen the understanding of the underlying factors and breeding grounds enabling radicalisation that leads to extreme violence as well as the push-pull factors that drive individuals into the radicalisation process.

To deepen the understanding means to communicate, to coordinate and cooperate in a more efficient way and to pursue the same targets. The EU and the SEE region are facing similar threats and it is therefore appropriate that they act in a concerted and focused manner and seek solutions by working alongside international partners and expert communities. Our understanding of the phenomenon can improve only through cooperation. Cooperation is also crucial to better planning, operationalising and countering terrorism and adopting measures for a safer and more secure society.

At the heart of this concept is the partnership project FIRST LINE, which grew from the knowledge and experience of various experts and enjoyed strong support by the EU RAN CoE, ESCN and the EC (DG Home). The project format and its partnerships were developed to assist the SEE region

in addressing the needs identified by the local environments as areas requiring urgent action.

The concept, which is a fil rouge that runs through the project, was launched at the conference supported by the EEAS and the USA. Evaluated by the relevant stakeholders, it was devised based on the requirements of the partners from the SEE region and thus represents a distinct advantage and added value of the project. The project's advantage lies in increased/direct usability, which was explained to direct users at key levels, i.e. both at the decision-maker level and the local user level, where the phenomenon is faced in the first line.

Although the project was designed in a quite challenged time, it was implemented in a rather turbulent time. Quickly changing threats and risks on the one hand and the expanded understanding of the phenomenon of radicalisation that leads to extreme violence on the other hand, called for a redefinition of methods (at the global and European level). At the regional level as well, numerous adjustments to the newly emerged needs of the region and the requirements and findings of the EU were required. The Integrative Internal Security Governance (IISG) process was initiated by the EU in September 2017 as a response to security challenges in the Western Balkan region, by using an efficient multi-stakeholder approach to radicalisation and terrorism. The activities of this project were developed in close cooperation with the IISG Support Group and the project WB P/CVE IPA 2016, which offered a policy concept Prevent-Refer-Address (P-R-A). Within this project we started with the immediate implementation of the suggested concept among P-R-A partners at the local and national level in all countries of the Western Balkan region. The IISG Support Group and the project WB P/CVE IPA 2016 offered awareness-raising presentations and suggestions for the concrete national P-R-A model in all beneficiary countries. The experts of this project have started a discussion on how to adjust the suggested P-R-A policy proposal to the capacities, administrative arrangements and needs of particular Western Balkan countries.

The project took into account the most recent needs of the region and of each partner involved in the implementation of project activities. To this end, the specific features of each partner had to be identified by using different approaches such as questionnaires, preliminary visits and expert meetings, with the established state of affairs providing the basis for workshops. In addition to awareness-raising, better role recognition, transfer of practical knowledge, enhanced operational cooperation, the special and probably the

greatest added value of the FIRST LINE project is therefore the format of workshops, which brought together different stakeholders sharing the same objectives and at the same time served as a good example of how the cooperation of practitioners should be conducted. Moreover, the latter is a precondition for the development of the modern P-R-A concept.

This brochure gives a brief overview of the activities that we implemented together, in consortium in the FIRST LINE project. The word “together” is used here to emphasise the cooperation between all beneficiary countries, their competent authorities and international stakeholders of the SEE region, which shared their experience within the framework of the consortium of the experts of EU partner countries and EU agencies.

We have had 29 very intense months, which we briefly summarise in this publication. In addition to the project summary, we have collected the key findings, recommendations and the progress we achieved between 15. 1. 2016 and 14. 6. 2018. Of course, such complex work is never completed, particularly in such a complex area that employs experts not only from the region and the EU but globally. Information flow is therefore extremely important, whether in projects or in everyday work and contacts. I would like to take this opportunity to sincerely thank all those who participated in the project and its implementation for their assistance.

## REGIONAL COOPERATION PERSPECTIVE



Rajko Kozmelj, IISG/WBCTI  
Chair

If we want more stability in our neighbourhood, then we must also maintain a credible enlargement perspective for the Western Balkans. It is clear that there will be no further enlargement during the mandate of this Commission and this Parliament. No candidate is ready. But thereafter the European Union will be greater than 27 in number. Accession candidates must give the rule of law, justice and fundamental rights utmost priority in the negotiations. (Juncker, 2017)

The Western Balkan Counter-Terrorism Initiative (WBCTi), initiated within the EU in 2015 as an effort of coordination and alignment of EU and other external assistance targeting policy reform in the WB region, gained wide and unprecedented support on part of international partners and donors. In late 2016, the momentum was used to extend this approach to the entire Internal Security policy field in Western Balkans, endorsing the 'Integrative Internal Security Governance' concept at the EU level.

In order to address jointly the most relevant security gaps such as radicalisation that lead to violent extremism or terrorism, and to integrate donor assistance efforts and activities, preventing duplication and creating synergies, the Integrative Internal Security Governance Board was set-up in September 2017. The Ministers of Interior/Security, together with other IISG Partners - United Nations representatives, interested EU Member States, EU agencies and institutions, other international actors, donors and representatives of the International Community, agreed to devote their efforts toward the achievement of greater long-term sustainability of the solutions in this area of policy brought by the contributions of the International Community as a whole.

The FIRST LINE project offered the first raise awareness and capacity building support to multi-stakeholder response to radicalisation that lead to violent extremism or terrorism in the region. Many actions have been taken in the region to raise awareness in vulnerable and target groups as well as wide-public campaigns or within some first liners, from the non-governmental or only governmental side, but none of them have holistically included all stakeholders.

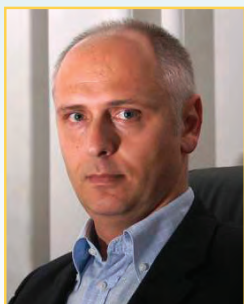
The FIRST LINE project in close cooperation with the IISG Support Group has further developed a concept which can be used as multi-stakeholder response to Prevent, Refer and Address (P-R-A) radicalisation that lead to violent extremism or terrorism in a holistic way. Why a concept? Why not a successful and well tested model? The answer is clear: There is no perfect national model to be exported and would fit and successfully operate in other countries, societies.

Based on the expertise of Radicalisation Awareness Network Centre of Excellence, experience in many EU and other countries, Prevent-Refer-Address concept has been developed which could be used when developing a tailor-made solution for a country or even a local community with its specificities, to prevent efficiently radicalisation that lead to violent extremism or terrorism, to disengage individuals, to deradicalize them or to reintegrate them back in the local community.

In the capacity of IISG Chair, I consider the results of the FIRST LINE project as the first and solid grounds to implement multi-stakeholder approach in response to radicalisation that lead to violent extremism or terrorism and I encourage all international partners to continue its development on the achievements of this project.



## REGIONAL COOPERATION PERSPECTIVE



Amer Kapetanovic,  
Head of Political Department  
Regional Cooperation  
Council's Secretariat

Nothing stays in vacuum when it comes to preventing/countering violent extremism and radicalization that is leading to terrorism. It cannot be treated as a separate phenomenon nor taken out of the overall societal context where different factors play equally important role. Social cohesion and social inclusion seem to be pertinent for disengagement programs aimed at encouraging individuals to abandon and denounce violence.

Institutional coercion as such cannot be sufficient answer, because it automatically leads towards “over-securitization”. Therefore strategic and comprehensive balance is very important and can only be reached through a whole society approach. From local communities where school children and their parents and teachers need to learn early signs of radicalization among youth to correctional officers of all ranks and responsibilities who should be provided with proper specialist training to help prisoner better understanding their role and the opportunities they have to positively impact radicalized inmates.

Addressing P/CVE has to be comprehensive, all-inclusive and appealing in order to be able to downplaying false promises and populist simplicity of the violent extremism. The EU FIRST LINE Project conducted through the Western Balkan Counter-Terrorism Initiative (WBCTi) has recognized necessity for such approach through mobilizing all important stakeholders and to make them to better understand in order to better (re)act!

## THE FIRST LINE PROJECT



Albin Slabe,  
Permanent Representation  
of the Republic of Slovenia  
to the EU as a Justice and  
Home Affairs Counsellor

Recently a lot of attention has been devoted also to the prevention of radicalisation, that could lead to violent extremism or terrorism. The question was and still is if it is possible to prevent terrorist attacks before individuals even start with the preparation. This could be only possible with the recognition of early signs of radicalisation. But because radicalisation as a process is pre-criminal it was obvious that this is not only the police responsibility and also other partners must be included in the activities. The idea for the FIRST LINE project was to raise awareness among the first line practitioners, who are in daily contact with individuals, who could show the early signs of radicalisation. First

of all they have to acknowledge their role in the process of prevention and then they should be able to recognise those signs. After that it is important, that a proper coordinative mechanism is established at the national and local level. But the local level can't do it without the national level. It is also important that WB project partners countries develop national strategy and action plan for the prevention of radicalisation. This strategy goes beyond countering terrorism, which is mainly in the law enforcement domain. For the successful implementation it is therefore crucial, that the coordination of the activities is taken out of the home affairs area.

For that a national coordinator should be appointed, who could coordinate activities of different ministries and relevant bodies at the national level. It is recommended, that those relevant stakeholders are included already in the preparation of the strategy and action plan, because it is easier for them later on to identify with the proposed activities. After the national mechanism is established, this similar approach should be then implemented at the local level. The best way is to use the already existing structures, such as community security which could discuss issues of radicalisation at the local level.

Partners of the project were from the beginning police authorities of the project partners/beneficiaries countries. There was a need to support them in the launching of the idea, that for the prevention the police is only one of the partners and not at all the most important one. One of the objectives was to raise awareness on how important teachers, health workers, social

workers, representatives of the religious communities and NGOs are in the process of prevention. After the implementation of the project it is good to see, that the proposed approach was very well accepted and that project partners and beneficiaries followed the suggested model for prevention. If only one potential attack can be prevented because of the described activities, than it is fair to say that the job has be successfully done.



Launch of EU First Line Project



4 Steering Committee meetings provided with well-balanced directions

Questionnaires, State of Play, Expectations



Preliminary visits and defining the needs

Developing of workshop concept, format, methodology



6 Interactive workshops

P-R-A concept for multistakeholder cooperation has been proposed/adjusted and implemented



Future developments...



## FROM THE FIRST IDEA TO IMPLEMENTATION

As recent terrorist attacks in Europe and many other parts of the world have shown, terrorism causes the most serious forms of fear, uncertainty and consequences to the lives and health of all our citizens. Modern counter-terrorism doctrine focuses in particular on prevention of radicalisation, which could lead to violent extremism and terrorism, already at an early stage. In this regard, the role of law enforcement and intelligence agencies remains important for prevention, but they are the last in line of stakeholders that could contribute to early detection and prevention of radicalisation and violent extremism.

Taking into consideration modern approaches in counter-terrorism, which call for good inter-sectoral cooperation and cooperation with the non-governmental, research and private sector, the Slovenian Police, based on previous discussion within different formats, such as Terrorism Working Party during the Greek and Italian EU Presidency, began to stress the importance of regular cooperation of different actors and awareness of competent stakeholders at the national level.

FIRST LINE builds on conclusions of the Brdo Process Informal Interior Ministers Meeting (June 2014), where special attention was devoted to issues of strengthening regional cooperation and coordinated EU assistance in fulfilling the Chapter 24 conditions, the need for further development of cooperation in the fight against terrorism and effective fight of new risks and threats to WB security also affecting EU security. It builds on the EU Regional Workshop on Countering Violent Extremism in the Western Balkans (Oct 2014) organized by EEAS, EC and US Government. It directly addresses the need for relations between EU Radicalization Awareness Network (RAN) and equivalent actors in the WB and is focused on enhancing awareness and understanding needed for the setting up of adequate national RAN capacities/structures in the WB countries. It also supports the work of the Counter-Terrorism Initiative (CTI) Network of national CT operational experts initiated by Slovenia and formally established in 2011 under the auspices of the Brdo Process, aimed to improve information exchange, introduce EU standards and support specifically operational police work.

### **WB Project Partners:**

Albania  
Bosnia and Herzegovina  
FYROM  
Kosovo\*  
Montenegro  
Serbia

### **Projects activities:**

- Kick-Off High Level Conference
- Preparation/analysis of WB Project Partners state of play questionnaire;
- 2 day preliminary visits to WB Project Partners;
- 6 interactive workshops to initiate awareness raising in areas identified by EU RAN;
- 4 CTI Network operational meetings;
- EU FIRST LINE closing conference;

## **OVERALL PROJECT OBJECTIVE:**

- to raise awareness of first-line practitioners
- to transfer knowledge, experiences and good practices to WB Project Partners in accordance with the EU RAN model which will help project partners when creating appropriate conditions to independently identify main threats, challenges, impacts, as well as opportunities
- strengthen cooperation and involvement of all relevant national stakeholders based on the EU RAN model.

## **SPECIFIC OBJECTIVES:**

- to enhance relevant WB Project Partners stakeholders capability (i.e. police, prison/probation, health/social care, education, family, young and other sectors, civil society, religious, local, NGO) to recognize main threats and aspects which stimulate growing of radicalization which can lead to violent extremism and terrorism incl. foreign fighters;
- to assist in understanding of international, EU legal standards and policies aiming at radicalization and recruitment;
- to raise certain awareness at strategic and systemic level enabling WB Project Partners stakeholders for easier and more effective use of measures for identification of trigger factors which influence radicalization;
- to assist WB Project Partners in recognizing of own potentials, relevant stakeholders and their role;
- to transfer of good practices developed within the EU collection of approaches, lessons learned and practices, where appropriate for WB Project Partners;
- to enable a regular information exchange via SIENA, case analyses, MOs and good practices at operational police level via CTI Network.

Through the number of carefully tailored activities performed in WB Project Partners was planned to stimulate discussions on risks of radicalization, the need of multi-agency and horizontal approach to such risks and lead to the identification of weaknesses and gaps as well as opportunities for effectively preventing radicalization; suggest the creation of conditions for establishing of national platforms to address the problem of radicalization properly; encourage WB Project Partners to recognize primary risks and challenges and address them within a coordination body, whose members will hereafter be responsible for knowledge transfer and coordination of first-line practitioners.

## RESULTS:

- raised awareness among practitioners and policy makers
- better and proper understanding of triggers and factors
- distinguish between and become familiar with two sets of prevention measures, crime and general prevention
- become familiar with at the international level formed good practices and lessons learned
- understand the need for multistakeholder cooperation
- developed Prevent-Refer-Address P-R-A concept
- strengthened cross-border operational cooperation within CTI Network and with third parties
- strengthened cooperation in early stage between LE, Intelligence community and prosecutors
- based on same methodology prepared national FTF list shared with EU
- endorsed Western Balkan Terrorism Trend and Situation report WB TESAT
- CTI Network PoA 2018-2020 has been endorsed in line with iPoA WBCTi 2018-2020

### Beneficiaries:

- first-line practitioners from 6 WB Project Partners;
- project consortium (AT, BE, CZ, HR, SI);
- other EU MS, agencies and relevant regional partners;
- CTI Network.

### 4C concept;

communication, cooperation, coordination and collaboration

### Countering Terrorism:

Implementing the ILP – Intelligence Led Policing  
Community Policing

Stronger Engagement  
LE-Prosecution at the  
Early Stage

Use of Intelligence as an  
Evidence

FTF, Returnees, Lone  
Actors, Remote Attackers,  
No-Travel Individuals –  
radicalization, recruiting,  
facilitating

FT Prevention and  
Disruption Approach

Illicit Firearms and  
Explosives

## GENERAL RECOMMENDATIONS

Using the current strong political consensus at national level, WB project partners/beneficiaries should continue with improving the threat and risk assessment model, which will provide for more comprehensive and consistent assessment of all forms of violent extremism.

WB project partners/beneficiaries should at the national level set up national coordination mechanism, which will provide and support responsible stakeholders with coordination and communication. This structure should also have the potential for later regional/international cooperation. It is strongly recommended that P/CVE coordination is recognized as essential part of CT coordination mechanism.

Working in and working with the Community is of fundamental importance for the whole-society approach. This multi-stakeholder approach should be implemented “bottom up” and “top down”.

The identified strong need for the provision of specially tailored awareness raising programs at community level should be addressed and targeted oriented trainings for professionals and first liners, which are faced with violent extremism indicators at the local level, should be continued.

Communities should be able to identify and recognize relevant needs, challenges and potential risks and to communicate these findings within the respective coordination mechanism at national level.

Training in the form of workshops at national level for first line practitioners coming from different sectors should be continued. Within workshops focus should be on the case scenarios with the objective to demonstrate the importance of cooperation among different sectors in preventing violent extremism. Workshops should bring together participants from strategic level, enabling discussions among national and local level contributing to proper horizontal and vertical cooperation and transfer of knowledge later on.

Local universities, research institutions, NGOs examining the violent extremism phenomena, forming a knowledge hub and combining available findings, assessments, lessons learned and good practices, should be linked at the regional level and be tasked with provision of valuable feedback to WB project partners/beneficiaries and the EU. WB project partners/beneficiaries should use this information when developing future policies addressing radicalisation issues.



## RECOMMENDATIONS based on FIRST LINE workshops

- further development of awareness training through the concept of Train the Trainer, for participants from the same local community, in order to allow the building of mutual trust and the establishing of networks,
- clearly defining the roles and responsibilities of all parties and proper setting of communication channels from national level to local level by respective MoU (memoranda of understanding)
- Developing a comprehensive communication strategy which includes:
  - a lexicon on the definitions regarding radicalisation, violent extremism and terrorism, the different phenomena and ideologies in use in the respective country (validated in the CT-CVE strategy) - enabling the clear and common understanding on definitions and terminology describing the process of radicalization
  - clear top-down and bottom-up communication structures
- transposition of this communication strategy by the CT-CVE coordinator to the lowest level
- involvement of universities, academia and the research sector are for appropriate comprehension of the context and the concept of radicalisation leading to violent extremism.
- taking into account the activities of regional partners, i.e. IOM, RCC, OSCE, USA, involved in setting up national capacities and capabilities to reduce radicalization, to make full use of assistance available within the framework of the IISG/WBCTi.
- The CTI Network in WB as the network of P/CVE and CT operatives from all WB countries as well as some EU Member states, Europol and Interpol, should be continued and supported financially in order to grant necessary operational sustainability.

## Proposed concept for implementation of FIRST LINE project recommendations

The FIRST LINE project introduced the P-R-A concept as coordination mechanism available for all project partners/beneficiaries from the WB region for further use and as support for the setting-up of their individual model of multi-stakeholder approach.

Project recommendations will be addressed and implemented by further development of the Prevent-Refer-Address (P-R-A) concept which follows multi-stakeholder approach as response to radicalisation and violent extremism in the WB (policy proposal by IISG Support Group (June 2017), concept development (DCAF, UNDP, RCC, IOM –November 2017), implemented by First Line project supported by the IISG SG)

To follow basic elements of Multi-stakeholder Approach to P/CVE (P-R-A) in the WB Region:

- to RAISE AWARENESS of a WIDE PUBLIC, VULNERABLE and TARGET GROUPS in local community with special focus on vulnerable groups of individuals. Wide public should be aware and capable to refer individual cases of radicalisation, including on-line.
- to RAISE AWARENESS of all relevant stakeholders - FIRST LINERS at local level (P-R-A mechanism partners) and their CAPABILITY TO REACT in case of radicalised individual identified (i.e. teachers, social workers, psychologists, religious communities representatives, etc.)
- to RAISE AWARENESS of all P-R-A Panel representatives at the local level and their CAPABILITY TO use RISK BASED APPROACH in radicalised individual cases: To develop a risk assessment for the referred radicalised individual, to develop an action plan, monitoring and evaluation and to be able to provide expert guidance to the partners at the local level (i.e. teachers, social workers, psychologists, religious communities reps., etc.)
- to RAISE AWARENESS and CAPABILITY of STATE relevant structures to support P-R-A Panels (in the initial phase pilot project) at local level (politically, with national strategies and action plans, with recommendations from relevant ministries to the local level and their MoUs or other inter-ministerial agreements, etc.)
- to follow and inform other donors, beneficiaries and implementing partners on potential synergies, duplication, overlapping and inconsistencies –IISG Support Group

To avoid deficiencies identified in implementation of Multi-stakeholder Approach to P/CVE (P-R-A or Referral Mechanism):

- Referral mechanism (pilot) is based on the law enforcement structure, which hampers trust between local stakeholders (Law Enforcement vs. CSO, fear of misuse of given information) in early stages of prevention
- Referral mechanism (pilot) is not connected to the state level, which considerably affects sustainability, further development and political/financial support to Referral / P-R-A mechanism.
- Referral mechanism is copied from countries (EU MS) where it does not appear as successful model, moreover, specificities in respective WB Countries are not taken into account.



**Rajko Kozmelj, IISG/WBCTI Chair** The development of P-R-A concept as multi-stakeholder response to Prevent, Refer and Address radicalisation that lead to violent extremism or terrorism, presents in the absence of a perfect national model to be exported and would fit and successfully operate in the countries of the Western Balkan Region, the best possible solution developed jointly by the IISG Support Group and the FIRST LINE project. It involves governmental and non-governmental stakeholders, respecting mutual trust and offering support from a state level to ensure sustainability of a national model developed on the basis of P-R-A concept.

# Prevent-Refer-Address Concept

in the Western Balkans

Multi-stakeholder cooperation at the local level

## Local Community

Awareness-raising activities

- Broad public.
- Targeted groups (youth leaders and women, religious community representatives as leaders, etc.).
- Vulnerable groups (adolescents & youth, individuals on probation & parole, prisoners, individuals with grievances, etc.)

## P-R-A Partners

Awareness-raising and capacity-building activities

- Teachers, Social workers, Psychologists, General practitioners, Probation and Prison Officer, Community Policing Representatives, Police, Academia, Religious Communities, CSOs, etc.

## P-R-A Panel

Awareness-raising and capacity-building activities

Convened and supported by governmental representatives at the local level. Consists of P-R-A partners relevant to the specific case.

**Example:** Local community and P-R-A partners were **NOT** successful

need for multi-stakeholder response plan:

- P-R-A partner or local community actor initiates P-R-A panel meeting (in accordance with the agreed procedure),
- Governmental representative at the local level convenes P-R-A panel meeting with relevant P-R-A partners invited,
- Beginning of:

Risk Assessment  
Plan of Action  
Monitoring  
Evaluation

for referred radicalised individuals

Multi-stakeholder cooperation at the state level(s)

Interdepartmental working group of partners from the local level mirrored at the state level(s): representatives of Ministry of Education, Ministry of Labour, Family and Social Welfare, Ministry of Local Government Administration, Ministry of Health, Ministry of Culture, Youth and Sports, Ministry of Internal Affairs (Police), Prison and Probation authorities. Tasks:

- Providing recommendations to relevant governmental partners at the local level;
- Providing political and financial support;
- Monitoring & evaluation of P-R-A mechanism at the local level.

...in line with national CT/P-CVE Strategy

**Step 1**

Through coordinated *early prevention* measures sustaining peaceful coexistence (to prevent arise of tensions in local community that might lead to violent extremism).

**Step 2**

Implementing measures to *prevent further radicalisation* of referred individual cases, after recognized root causes and instrumental factors, which may lead to violent extremism.

**Step 3**

Measures to *prevent execution of criminal act* (violent extremism/terrorism). For referred individual cases, which pose imminent security threat.

**Step 4**

To *address* the referred radicalised individuals in order to disengage, de-radicalize or to re-integrate and rehabilitate them.

**Activities led by P-R-A partners other than law enforcement**

Teachers, representatives of religious communities, educational and sports institutions, CSOs, etc.

**Activities led by law enforcement P-R-A partners**

Police, intelligence agencies, etc.

**Activities led by P-R-A partners other than law enforcement**

Social workers, general practitioners, psychologists, probation and prison officer, representatives of religious communities, etc.

**Future activities:**  
Setting up P-R-A mechanism with awareness-raising, capacity-building, and Pilot Projects in one municipality in each Beneficiary, multiplied and adjusted in accordance with future needs and capacities.

# P-R-A Mechanism



You can find us at:  
<http://wb-iisg.com>



With the financial support of the European Union



## THE ROLE OF DIFFERENT STAKEHOLDERS IN PREVENTING RADICALISATION IN THE WESTERN BALKANS

### Branko Lobnikar

In 2017 questionnaires were distributed to participants of workshops carried out in Western Balkan countries in the framework of the FIRST LINE project, dedicated to the training of different stakeholders in the field of radicalisation and the strengthening of the deradicalisation processes in the Western Balkans. Respondents were asked to state which of the stakeholders listed in the questionnaire, and to what extent, could effectively prevent radicalisation processes in their country through adequate/professional conduct in their field of competence. Respondents provided their answers on a scale from 1 to 5, where 1 meant that the listed stakeholders could do nothing to prevent it and 5 meant that they could do a great deal. Results are presented in following figure.



Respondents stressed particularly the role of religious organisations and the media; during discussions held at workshops, where the survey was conducted, almost all participants emphasised that religious organisations were the key to success in this field and that the media, particularly the internet, had a crucial role. Nevertheless, participants often stressed that religious organisations and the media can indeed play a decisive role,

however, they can also represent a source of problems and contribute to the strengthening of radicalisation. Apart from religious leaders and the media, respondents believed that intelligence services and specialised police units were also extremely important, which means that they were, in fact, stressing the role of government institutions. Their responses also show that the police in local communities are considered to have an important role, since 65% of respondents are convinced that the police can have a significant impact on preventing radicalisation in their local environments, particularly in cooperation with authorities at the local level, as well as with schools.



## STATEMENTS



### **The role of police in the local environment to prevent radicalization**

In the field of managing violent extremism and the process of (de)radicalization, the police have a crucial role in facilitating preventive approaches among different stakeholders. It is the fact that the police in local communities as a whole and police officers as individuals have a vast and strong network of contacts. Police officers know individuals in local schools, youth centers, healthcare and religious institutions, and are also familiar with individual families, as well as with extreme and violent groups operating in local environments. According to RAN network, we can reinforce the statement that the police are a key player in preventing approaches and must be encouraged towards the optimization of their professional networks with numerous stakeholders in a local environment. Preventing radicalization leading to violent extremism is an interdependent task, where the police have a crucial role.

**Branko Lobnikar**



In the context of radicalization phenomenon old solutions are apparently not answering new questions any more. Fortunately the European area has become a living learning laboratory, providing space for proper experience-sharing and knowledge-delivering. SEE countries are clearly showing a strong desire to “step on the train”. Their commitment is just too strong to be ignored. Next EU-supported activities are to be taken, a stand-by approach has to be followed.

**Peter Debeljak**



The FIRST LINE project and workshops bring together different partners from different institutions, levels, regions and cultures has been a fantastic experience for me and should be further developed as 'best practice' for EU and Western Balkan countries.

Luc Van Der Taelen



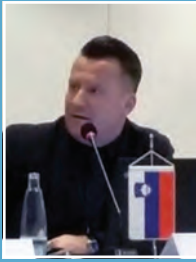
Early warning signs of radicalisation can be detected at various levels. At societal/political (macro) level, at (meso) level like establishing of radical protest groups in modern societal networks) and at individual (micro) level (for example where political/religious intolerance is expressed in daily conversation etc.). All these levels are interconnected.

Miroslav Mares



Violent extremism and radicalism cannot be prevented and fought by government itself. This is a problem of whole society and community that requires a comprehensive approach where involvement of the local authorities, vulnerable communities, community leaders and activists, local religious communities and local NGO's is crucial and there is no doubt that they are the best partners in preventing people becoming radicalized and violent.

Kujtim Bytyqi



The elaboration of strategies, involvement of stakeholders and multidisciplinary approach to the local community, with some key actions, such as (a) recognition of signs of radicalisations leading to violent extremism in early stage, (b) raising awareness among institutions and stakeholders, (c) acting preventively, (d) recognizing own role and responsibilities of our institutions in preventing radicalization, (e) recognizing our partners, (f) multi stakeholder approach and being persistent are essential.

**Mišo Radovančević**



Effective P/CVE should rely on the rule of law, respect for human freedoms and rights and enforcers of the law with a high degree of professional integrity. Criminal and general prevention should be balanced and demand continuous professionalization of all stakeholders. Promotion of cooperation with the community, creation of multisector measures for de-radicalization and proper addressing of vulnerable groups are just some of future challenges.

**Jovce Remenski**



In preventing P/CVE multi-agency network is one of key aspects. Radicalization is complex process triggered by wide range of push and pull factors, the root causes also differ. For best possible response the network of professionals (social work, youth work, health, schooling, religious community, law enforcement etc.) should be established.

**Petra Vejvodová**



EU FIRST LINE Project assisted and contributed national stakeholders with better, more targeted cooperation with CSO, NGO, local communities, which could be further developed in Montenegro; provides with awareness raised among different profiles of first line practitioners and with an excellent base to develop national cooperation mechanisms mirroring EU RAN format and priorities;

The progress; during the FIRST LINE Project, Montenegro established a national programme for coordination in order to ensure solid inter-ministerial cooperation, including cooperation with civil society, religious and other interested groups, communities, NGOs and research institutions.

Mladen Markovič



CVE is all about trust between communities and seeing one another more than just with tolerance, but building a place for everyone to belong.

Ebi Spahiu



Enhancing a trust and building the communication and information exchange channels between the state and local level is precondition for success of our P-CVE efforts.

Mario Janecek



Austria has been a staunch supporter of the First Line Project from the very beginning. Collaborating on preventing and countering violent extremism is of utmost importance, for only then can initiatives and measures be implemented successfully. With this project Slovenia, together with its partners, set the foundation for sustainable P/CVE work in the Western Balkan region.

Nikolaus Grauszer



Effective addressing of terrorism today includes next to traditional intelligence-LE cooperation at least two sets of measures; traditional crime prevention and general prevention measures, national and international/regional wide. Both demand strong police engagement based on trust and professionalism.

Darko Cvijovič

## WORKSHOPS



## Curricula Vitae of FIRST LINE experts (in alphabetical order)

**Albert Černigoj**, Criminal Justice and Security B.A., Specialisation Programme in Criminal Justice / Criminal Investigation. Graduated at the FBI Academy, University of Virginia. His professional carrier is dedicated to police work. At the current position as Head of Counter Terrorism and Extreme Violence Department is responsible for developing and delivering of CT policies, strategies and processing of operational activities in the field of prevention and countering with terrorism related crimes, extreme violence and hate crimes. As the national leading CT expert is a member of number of interdepartmental working groups. As a deputy chair of Interdepartmental Prevention of terrorism working group and Chair of National RAN platform is an initiator of number of good practices. In parallel, takes part in different international forums. He is co-author of different CT policy documents delivered to SEE and other countries. As a high ranking national expert/representative in different international formats such as Council of Europe, EU, OSCE is initiator of different initiatives. In cooperation with several international think-thank and research institutions he contributed to different international studies and researches focused on new CT approaches as well in the field of illicit firearms. He is a co-author of several professional articles.



**Albin Slabe** started his work in the Police in 2000 as a Police Inspector in Analyst Department. After 2005 he was working in the office of the director general of the police, where he was responsible for the coordination of the work between ministry and police. In 2014 he was appointed as the head of the subgroup for the police and judicial cooperation in criminal issues and for the operational cooperation in the area of the internal security. He was also adviser to the director general of the police for the area of international cooperation. In 2016 he was appointed as a project manager of the First Line project. Since September 2017 he is working at the Permanent Representation of the Republic of Slovenia to the EU as a Justice and Home Affairs Counsellor for the area of countering terrorism and organised crime.





**Biserka Simčič** is a secretary at the Government Office for the Support and Integration of Migrants of the Republic of Slovenia. For more than 30 years she worked in the healthcare sector. Her last position in this area was at the Ministry of Health, where she was also head of the Division for Healthcare Quality and Safety. She is a specialist in business economics by training. She is involved in international projects as an expert in the area of assessing accreditation programs and the introduction of healthcare quality and safety management systems. She is a member of the TAIEX group of experts. She successfully completed the training for European Quality System Manager with international certification. Additionally, she is currently involved in the project Radicalisation Awareness Network (RAN) in the working group Health and Social; as an international expert she also collaborates to the project EU First line. She is author and co-author of publications in the area of quality and safety, including several scientific papers. She is often a speaker at conferences in Slovenia and abroad.



**Branko Lobnikar**, PhD, is Associate Professor of Police Management and Administration and Head of the Security Studies Department at the Faculty of Criminal Justice and Security, University of Maribor. As former police officer and police supervisor he serves as OSCE international expert, was a member of management board of European Diploma in Policing, an international Leonardo da Vinci project of senior police managers training, a short time expert of Council of Europe and short time expert of DCAF. His areas of expertise comprise policing, human resource management, and deviant behavior within organizations. He has authored several papers on various aspects of policing and police deviance management and co-edited Handbook on Policing in Central and Eastern Europe for Springer. Currently, he is involved in the study of police integrity, radicalization and community policing.



**Jasmin Musić**, Bachelor's Degree in Political Science, is Head of Security department in General Office in Slovenian National Prison Administration. The Security Division of the General Office monitors and analyzes security incidents in prison departments and keeps records of emergency events in the field of security and also supervises the work of judicial officers within the scope of the General Office's competence, which includes checking complaints, analyzing the use of coercive means and analyzing individual major emergencies. He cooperates with the General Police Directorate in the area of protection of prisons and cooperation in joint operational tasks and training. The Department of Security of the General Office plans, prepares and implements the entire system of training of judicial police officers, plans and executes procedures for the purchase of uniforms for judicial police officers and special security equipment. In the framework of its tasks, it plans and prepares technical requirements for investment and modernization of technical and electronic security. Since 2014 he is a member of RAN P&P group and since then dealing with radicalization in prison environments.



**Luc Van Der Taelen** started his police career in 1983 in the local municipal police force of Anderlecht and was promoted superintendent in Molenbeek in 1991. In Molenbeek he was consecutively appointed as CID (criminal investigation dept) leader, director community policing, and responsible for the local integrated security plan. He joined several international humanitarian missions in the Middle East between 2006 and 2011 (Jordan, Palestine) and on his return he was appointed EU/Be project manager on Coppra, the community policing project preventing radicalisation, (violent) extremism and terrorism. He is a member of the central CT (counter terrorism) unit of the Belgian federal police and in this position he joined the First Line project as the Belgian Federal police decided to contribute to this valuable project. He is a trainer community policing, Coppra, human rights (at the Holocaust Museum) and BGT (basic generic training) in several academies and institutes in Belgium.





**Maarten van de Donk** (1970) studied social history at the Erasmus University in Rotterdam. After a period as alderman in one of the boroughs in Rotterdam he became consultant on preventive youth programmes and policy. On both positions he got in touch with radicalisation. Since 2012 he is fully working on this topic as one of the account managers in the Centre of Excellence of the Radicalisation Awareness Network (RAN). Within the Centre Van de Donk is supporting the working groups on Victims of Terrorism and Exit. He also delivers trainings on radicalisation awareness and supporting EU Member States in implementing elements of Preventing or Countering Violent Extremism policy.



**Dr. Miroslav Mares** (1974) is professor at the Department of Political Science, Faculty of Social Studies Masaryk University (Brno, the Czech Republic). He is guarantor of the study program Security and Strategic Studies. He focuses on the research of political violence and extremism, namely in the Central European context. He was the chair of the subgroup right-wing, left-wing and separatist terrorism of the European Expert Network on Terrorism Issues (EENeT) (2014–2017) and he is a member of the editorial board of the Radicalisation Awareness Network (RAN) in the EU (2015–2018). He is a co-author (with Astrid Bötticher) of the book *Extremismus – Theorien – Konzepte – Formen* (Oldenbourg Verlag, 2012), co-editor (with Jan Holzer) of the book *Challenges To Democracies in East Central Europe* (Routledge 2016) and author or co-author more than 200 academic articles, chapters and books.

Early warning signs of radicalisation can be detected at various levels. At societal/political (macro) level (growing gap between societal and economic situation of specific entities, growing political/religious hate speech etc.), at group (meso) level (establishing of radical protest groups in modern societal networks, radicalisation of peer-groups etc.) and at individual (micro) level (expressed political/religious intolerance in daily conversation, frequently visiting extremist websites etc.). All these levels are interconnected.

**Mišo Radovančević**, Master of Law, MSc. Senior Criminal Investigator specialist in CT and Extreme Violence Department, Criminal Police Directorate of the General Police Directorate. With more than 20 years of experience in the field of organized crime in recent years devoted his work to the study various forms of extremist groups, subcultures and radicalization leading to extreme violence and terrorism.



As leading expert is a representative of various interdepartmental working bodies and forums at national and international level. He has significantly contributed to the development, strengthening and transfer of good practices into the National Platform for Radical Awareness Network (RAN), where he acts as one of the key representatives on the international as well national and police levels.

His professionalism places him among the recognized international experts also in the EU project First Line, where he is next to others assignments and duties active as Deputy Project Manager. He is also active in several EU working bodies.

**Dr. Peter Debeljak** is a politologist and has a MA in policy analysis and PhD in sociology. Professionaly he started his career in the State protocol office and was a cabinet member the minister for european affairs, chief of cabinet of the educational minister and for almost a decade a director of the Slovenian youth office. Currently he working for the Government office for the support and integration of migrants. He is an expert in the field of non-formal education, youth policy, integration and radicalization issues. He is an OECD expert and permanent external collaborator of the Centre for international cooperation and development in Slovenia.





**Dr. Petra Vejvodová** (1984) works as Assistant Professor at Department of Political Science at Masaryk University in the Czech Republic. She is head of Security and Strategic Studies Unit there. In her research, she focuses on political extremism and radicalism in Europe, PVE and CVE, processes leading to violent extremism and processes of deradicalization. In her focus is also propaganda, disinformation and threats of information warfare. She is member of Radicalization Awareness Network. She regularly cooperates with NGOs and community representatives in order to empower them with skills and knowledge on PVE/CVE.



**Rajko Kozmelj** is the founder of Western Balkan Counter-Terrorism Initiative (WBCTi), a concept that helps international partners in the Western Balkans to develop efficient and effective cooperation in prevention and countering terrorism and violent extremism and Integrative Internal Security Governance (IISG) Chair. The WBCTi concept prevents duplication and overlapping, it creates synergies, offers policy solutions and last but certainly not the least important – it identifies and follows the most relevant priorities and addresses the main goals in sustainable and structured way.

Before devoting his work fulltime for the WBCTi as a programme manager at the Geneva Centre for the Democratic Control of Armed Forces (DCAF) Ljubljana, Rajko served as a diplomate and Justice and Home Affairs Coordinator at Slovenian Permanent Representation to the EU in Brussels, where was engaged in political and legal negotiations and EU legislation drafting. Rajko got a wide experience form security studies from his more than 28 years working experience, which includes 5 years of his diplomatic experience on Justice and Home Affairs, 4 years working with the European Commission, experience from operational ground gained while serving in the Slovenian Criminal Police for two decades. FBI Academy in Quantico even enriched variety of his expertise and knowledge.

After reaching the Bachelor of Arts in Security Studies, Security and Law Studies, Rajko has obtained the Master of Science in International, Comparative Law and European State Studies in Slovenia. In September 2017 Rajko was appointed as IISG Chair and Head of IISG Support Group, a new concept of regional cooperation which has been initiated and widely supported by the European Union and all relevant Western Balkan Ministerial Forums and is owned by all international partners engaged into internal security policy in the Western Balkans: (a) Fight against violent extremism and terrorism, (b) Fight against Serious and Organised Crime; (c) Border Security.





FIRST LINE  
**STOP**  
Radicalization



Co-funded by the  
Internal Security Fund  
of the European Union