

Republika e Kosovës - Republika Kosova - Republic of Kosovo

Qeveria - Vlada - Government

MINISTRIA E PUNËVE TË BRENDSHME - MINISTARSTVO UNUTRAŠNJIH POSLOVA - MINISTRY OF INTERNAL AFFAIRS

NATIONAL STRATEGY AND ACTION PLAN FOR COMMUNITY SAFETY 2018 - 2023

ABBREVIATION LIST

MIA - Ministry of Internal Affairs;

DPS - Public Safety Department - Ministry of Internal Affairs;

MLGA - Ministry of Local Government Administration;

MEST - Ministry of Education, Science and Technology;

MCYS - Ministry of Culture, Youth and Sports;

KP - Kosovo Police;

PIK - Police Inspectorate of Kosovo;

OCA/OPM - Office for Community Affairs/Office of Prime Minister of Kosovo;

PO - Presidency Office;

MCSC - Municipal Committee of Community Safety;

ATCS - Action Teams of Community Safety;

LCPS - Local Committees of Public Safety;

U.S. Department of Justice - ICITAP - U.S. Ministry of Justice, NGOs, International training assistance program for Crime Investigation;

LMT-KFOR -Liaison Monitoring Team - Liaison Monitoring Teams KFOR;

OSCE Organization for Safety and Cooperation in Europe;

NGOs - Non-Governmental Organizations;

UNDP/FERM - United Nations Development Program - Program FERM.

EXECUTIVE SUMMARY

The safety phenomenon entails a variety of challenges for Kosovo's society in general, and for the state mechanisms in particular. Problems that affect in community safety, starting form criminal acts in the field of safety in the community, to problems in functioning of relevant mechanisms in this field, are among main challenges for our country and society.

Strategy for Community Safety is a strategic document that determines policies and preventive measures to be taken against this negative phenomenon. This strategic document derives from the priorities set by the Government of the Republic of Kosovo in combating all forms of organized crime, and also contributes in addressing Government priorities for creating a safe community environment for all, working with the community to find local solutions in order to increase safety and to address challenges to the relevant institutions.

Clearly defined objectives are based on public measures and activities in order to be institutionally and financially supported, which may be verified by a detailed monitoring and evaluation process.

The strategic approach, designed for preventing of negative phenomenon, is based in experience acquired until now, namely on policies undertaken by central and local institutions of Republic of Kosovo, and in the evaluation of the Strategy and Action Plan, in order to create a long-term vision with regard to preventive measures. The drafting of this Strategy is also based in advanced policies of the European Union, and other international agencies in this field.

The purpose of this Strategy and Action plan is to strengthen central and local level institutional efforts, as well as those of other stakeholders for preventing negative phenomenon that threaten citizens' freedom of movement in general, but always taking into account the recommendation deriving from local and international institutions reports, European Commission reports, the private sector and civil society.

The strategy provides a legislative and institutional framework on prevention, by defining institutions' roles and responsibilities in accordance with the objectives of the strategy. This document reflects the state of play, trends and policies undertaken at central and local level, by providing concrete measures which are attainable in terms of budget, human resources and ensures coherence of development and implementation of strategic policies at national level.

In the introductory part of the strategy are presented aspects of the correlation of this strategy with Government priorities, and the necessity of drafting it. The methodological part reflects the key ministries and institutions involved in the drafting of the document, as well as the role of international organizations or civil society organizations in its drafting. This section also presents the approach of cooperation and coordination with all these stakeholders, and those who were consulted during the drafting process.

The vision built within this strategy aims to address numerous problems that our society, as well as other countries' society, faces in terms of different crimes phenomenon.

This strategy aims to improve the legal and institutional environment, strengthen citizens' cooperation with local and international institutions, for the purpose of preventing negative phenomenon that threaten community safety. By implementing this vision, we will have such a society in Kosovo with high safety for citizens, with high gender emancipation and an inclusive society.

Strategy for Community Safety allows for an integrated and pro-active approach with the aim of predicting and preparing more adequate responses to the matters at hand, thereby recognizing and using all opportunities provided by the strategic environment.

The strategy is a continuation of implementing the community safety concept as a contemporary form of policy development at local level, as well as coordination in regard to direct implementation to the best interest of the citizens. Therefore, we have set the strategic objectives as priorities, believing that their accomplishment is possible with acceptable financial cost and immediate impact on improving community safety.

This strategy shall serve as a roadmap and working plan for all those institutions that have the mandate or are responsible for community safety.

Moreover, this strategy provides an institutional framework that will work through a partnership between the local level and the security institutions, always aiming to improve community safety and crime reduction.

This strategy is drafted based on analyses and assessment of the current situation, and based on the needs of addressing relevant problems in this area and on the consensus between all WG members, and institutions participating in the strategy's drafting process. There are five (5) Strategic objectives:

- Strengthening the capacities of safety mechanisms related to prevention of negative phenomenon, in order to reduce crime levels and safety problems in the community;
- Inclusion of communities in community safety mechanisms;
- Inter-institutional coordination at all levels, and citizens cooperation;
- Citizens' awareness regarding community safety threats;
- Advancing the legal basis related to community safety mechanisms.

INTRODUCTION

Safety, freedom and wellbeing are fundamental elements of civilized societies, and represent the cornerstones on which society's development and progress depend on. The scrutiny of the strategic environment points out that the community risks are not isolated from one another, but rather related and co-dependent. Our safety is affected by internal and external factors that weaken and undermine the community safety.

The methods and paths we choose today for facing with problems, will determine the security of citizens in the future.

This strategy complies with main Government priorities in the field of safety and protection, namely both internal and external safety, which can be acquired through sustainability, stability and professionalism of specialized institutions, and by guaranteeing constitutionality and functioning of democratic institutions in each sovereign country.

The strategy will mainly focus on addressing the challenge of implementing the legal framework in this field, and improve it where necessary, in accordance with European standards. Particularly, the strategy aims to increase citizens' activism and volunteerism in the field of community safety. Additionally, more work shall be done in increasing women's participation in forums and other safety mechanisms. The strategy's other field of focus shall be in providing a framework that will stipulate the manner how institutions of the Republic of Kosovo will work in partnership with local level, community and safety institutions on improving safety and reducing crime levels. These activities shall serve as a response to community safety problems, including the perception of safety, and crime related data, focusing on most vulnerable groups.

Also, this strategy will serve to the achievement of objectives of the Government of the Republic of Kosovo in the next mid-term period, which are: strengthening partnership between local government, civil society and businesses, in order to create an active, inclusive citizenship for monitoring further progress, that will also help in addressing the fears and perceptions of Kosovo citizens'.

This strategy aims to address specific issues, defined in the action plan of NSCS, thereby creating special programs to address them at municipal level. Determination of crime levels and issues of interest will assist relevant institutions in setting priorities, particularly at municipal level.

Priorities that have been selected and set in the working plan are essential, because they tackle challenges that Kosovo citizens face on daily basis. Their accomplishment benefits all citizens, regardless of the socio-political and socio-economical, ethnical, religious, gender status or other. Also, safety in general implies protection of public and private property, easier access to services in health institutions and in administration, personal safety on the road, at home and in the schools.

METHODOLOGY

The drafting of the National Strategy and Action Plan for Community Safety 2018-2022 was preceded by comprehensive assessment regarding implementation of the Strategy and Action Plan¹. Also, all relevant mechanisms reports of central and local government, international, civil society, were analyzed in details.

The drafting process of the Strategy is coordinated by the working group for drafting of NSCS². The working group for drafting the strategy analyzed the current situation and identified challenges to be addressed by this strategy, as well as set objectives and activities to be accomplished in the action plan.

¹To be referred to the assessment report and the date of publication

²Decision of the Minister no. 198/2016, date. 11/07/2016

The working group held 4 (four) meetings, in which was discussed the manner and the method of drafting this strategy. On 6 and 9 September 2016, they held a 3 days' workshop, during which the document was finalized.³

Institutions involved in the working groups:

- Ministry of Internal Affairs;
- Office of the Prime Minister;
- Ministry of Local Government;
- Kosovo Police;
- Ministry for Kosovo Security Force;
- Ministry of Education, Science and Technology;
- The Association of Kosovo Municipalities;
- Safety Forums (MCCS, EVSB, KLSP).

International organizations, NGOs that contributed in the drafting of this document:

- U.S. Department of Justice ICITAP;
- OSCE Organization for Safety and Cooperation in Europe;
- UNDP/FERM United Nations Development Programme FERM Programme;
- KCSS Kosovar centre for Security Studies;
- KLGI- Kosovo Local Government Institute;
- Save the Children.

Ministry of Internal Affairs is grateful and thankful to all stakeholders who contributed to the drafting of this strategy, by assisting central and local institutions on the method and the form of community safety concept, making the citizens more pro-active, and creating the legal basis for the functioning of Safety Forums.

³Workshop for completing the strategy is supported by UNDP, FERM Project.

STRATEGY AS RESPONSIBILITY OF GOVERMENT OF KOSOVO

This strategy is focused on providing a solution to public security, personal and property issues, thus making this strategy local by nature, whereby the responsibility for accomplishing the strategic objectives and activities falls on the Government of Kosovo, namely its institutions.

FINANCIAL SUPPORT

There is the real concern that in the coming years' international donors will axe funds for specific issues. That is why, it is necessary to make that financial transition plan, through this strategy. Until today, financing of safety projects is done, mainly by international organizations. The potential risk, in this case, would be if these organizations would withdraw immediately and in unplanned manner. That would greatly endanger the community safety concept. Therefore, financial support and budget planning to support the implementation of activities by the Government of Kosovo is of utmost importance. The financial effects of the strategy will be mainly covered from Kosovo's budget, related and harmonized with other sectors of education, police, MIA and Kosovo municipalities.

SUSTAINABILITY

The strategy is conceived as a platform of objectives and goals that encourage an active participation of interested group in its implementation. The government as primarily responsible, but also other groups will monitor continually the implementation of the strategy. The government will be attentive to adjust annually, based on monitoring results, objectives and activities with created real situation.

Government of Kosovo will take all measures to ensure the realization of financial support in order to implement this strategy.

The government of Kosovo, during the drafting of the strategy has shown carefulness that settled goals and objectives are clear, well defined and achievable, based primarily on material, financial and human resources which has Kosovo now.

SOME OF THE FACTORS THAT FAVOR THE IMPLEMENTATION OF THE STRATEGY:

- There are sub-legal acts that stipulate the establishment of some community safety forums that address community safety issues;
- Establishment and operation of safety forums in most Kosovo municipalities, which are operating since 2004.⁴
- Established mechanisms according legal regulation and present practice create convenient conditions to guarantee effective coordination and comprehensive;
- There is serious support by local and international partners.

SOME OF THE FACTORS THAT HAMPER AND RISK THE IMPLEMENTATION OF STRATEGY:

- The lack of institutional experience, particularly in implementing capacities of public administration and other police structures, the structures of law enforcement, prosecution and courts;
- Awareness on the importance of such mechanisms is still not in an appropriate level. This
 awareness should exist among citizens of Kosovo, but also in relevant institutions that are
 either leading or supporting players in this process as MIA, MLGA, mayors, the Ministry
 of Finance;
- The lack of financial support from central level.

THE LEGAL FRAMEWORK

- Constitution of the Republic of Kosovo, 2008;
- Law No. 03/L-035. on police, 2008;
- Law No. 02/L-70 on road traffic safety, 2007;
- Law No. 02/L-41 on fire protection, 2006;
- Law No. 03/L-040 on local self government;
- Law No. 03/L-145 on empowerment and participation of youth;
- Law No. 05/L -022 on weapons, 2015;

⁴Assessment report on the implementation of the national strategy for community safety and action plan during 2015, Prishtina, March 2016.

- Law on Civil Use of Explosives;
- Strategy on Small Arms and Light Weapons;
- Administrative Instruction No. 27/2012 MIA 03/2012 MLGA for municipal community safety councils.

INTERCONNECTION WITH OTHER STRATEGIC DOCUMENTS

- National Strategy of the Republic of Kosovo for the Prevention of Crime;
- National Strategy against Trafficking in Human Beings in Kosovo;
- National Strategy against Narcotics in Republic of Kosovo;
- National Strategy against Organized Crime;
- Strategy on Prevention of Violent Extremism and Radicalisation Leading to Terrorism;
- Strategy on Local Self Government 2016-2026;
- Community Policing Strategy and Action Plan.

THE STRATEGY AS THE PRODUCT OF COOPERATION WITH INTERNATIONAL PARTNERS

The Government is aware that it is necessary to mobilise key partners that are already involved in the field, thereby completing the establishment and strengthening of institutional capacities entirely, and in accordance with best international and local standards.

International organizations and local non-governmental organizations will be an important government partner in the implementation of important activities of this strategy. The Government of Kosovo is aware that implementation the strategy will require, first of all the mobilization of internal human and material resources, but the implementation of policies foreseen under the strategy will require the support of international partners, and specialized international institutions, until a certain period. Therefore, the Government of Kosovo is committed for an effective use of this support.

VISION

The vision of this strategy, is "Building a society that lives in peace and without any risks that affect public, personal and property safety, thus creating a quiet, multi-ethnic and multicultural environment for all citizens of Republic of Kosovo.

MISSION

The mission of the strategy is "policy-making to increase community safety, central and local level institutional coordination, coordination of activities with all stakeholders operating in the field of community safety, making the citizens more pro-active in proposing security policies, timely identification of negative phenomenon, further strengthening the combating of crime through existing mechanisms, and intensification of preventive policies.

STRATEGIC GOALS

- Strengthening capacities of safety mechanisms handling the prevention of negative phenomenon in order to reduce the level of crime and community safety issues;
- Inclusion of communities in community safety mechanisms;
- Inter-institutional coordination at all levels and cooperation with citizens;
- Citizens awareness on community safety threats;
- Advancing the legal basis related to community safety mechanisms.

RECOMMENDED APPROACH

The Government of Kosovo has adopted this approach, by which citizens become an active part of policy making in the field of security, and that also guarantees total transparency in the promotion and implementation of safety policies. The objectives set-out become easier to apply because this strategy defines an institutional approach through professional mechanisms and human capacities specialized in this field.

Effective implementation of these objectives is guaranteed by the fact that the AP of this strategy has defined the planed budgetary cost, based on some activities that will be accomplished through different international organizations in the field of security. The Government of the Republic of Kosovo, within its strategic priorities, has ensured inter-institutional coordination in

terms of implementing strategies in general, by unifying activities in terms of schedules, and with an affordable strategy implementation cost.

The continuity of strategic policies in the field of community safety guarantees familiarization with the reality and risks in case of potential failure of implementation, failure to identify potential risks in due time, as well as provides an understanding of citizens' mindset and minimization of risks in the implementation of strategic activities. Also, this action plan allows the identification and assessment of risk impact by establishing the measures for managing various risks. The stakeholders of the strategy, covering the field of safety, are involved in drafting the policies and providing institutional practices, in order to implement them in due time and as defined within the plans and foreseen deadlines.

IMPLEMENTING, MONITORING AND EVALUATING OF THE STRATEGY - MONITORING AND EVALUATING SYSTEM

The process of implementing strategy will be a process of realizing its goals and objectives. Monitoring and evaluating of the objectives and effectiveness of the relevant activities, are integral part of the strategy and main component of the process of its implementation. Monitoring and evaluation will serve to follow the progress of the strategy, to measure the degree of realization of its objectives, to assess the need and determine the adjustment directions, especially regarding the activities. The monitoring process will be implemented by responsible institutions with a wide participation of stakeholders.

THE MONITORING AND EVALUATION PROCESS, WILL BE ACCOMPANIED BY CAPACITY BUILDING AND INSTITUTIONAL STRENGTHENING

This is necessary because:

- Insufficiency of administrative information, in some cases its inaccuracy, which express
 a relatively low degree of a unified development system of information and statistics in
 Kosovo;
- Lack of monitoring and evaluation experience within the institutions;
- Insufficiency of in-depth assessments/studies of standardized methodology on issues of personal and public safety.

MAIN DIMENSIONS OF MONITORING AND EVALUATION OF THE STRATEGY ARE:

- Institutional capacities;
- Indicators of monitoring throughout and at the end of the five years period;
- Information sources and measuring instruments;
- Distribution and the use of monitoring and evaluation results.

The monitoring and evaluation system will extend to all relevant and responsible institutions for realization of objectives defined in the Strategy and Action Plan.

Ministry of Internal Affairs will monitor the most important indicators. At the end of each year, MIA and the Leading Group for Community Safety, prepare a progress report on realization objectives level;

Line ministries and other stakeholders in the strategy will be responsible for monitoring and evaluation of activities for which they are in charge under the mandate.

These institutions will report periodically to the Leading Group for Community Safety, so that the reports are unified;

Kosovo Police will be the main body for collecting, processing and analyzing key trends related to increasing community safety, as well as for the preventive aspects and raising public awareness.

Non-governmental organizations, will participate in monitoring and evaluation of strategy in joint roundtables that will be organized by MIA. During these roundtables, civil society will present monitoring reports related to projects and programs implemented.

SELECTION OF INDICATORS FOR MONITORING AND EVALUATION

Some of the final indicators:

- Public opinion researches which show the level of confidence toward Political and Safety Institutions;
- Level/Rate of trust between citizens and KP;
- Reports of meetings held by the Mayor of the Municipality in the MCSC, and addressed issues;
- Reports drafted by the MCSC, and number of project proposals;

- Number of MCSC, LCSC, ATCS established and fully functioning;
- Public's perception toward risks in the field of community safety;
- Safety in schools, and its continuous improvement;
- Inter-institutional communication in collection of information of regarding real threats and challenges;
- Safety forums are informed about national strategies;
- There are periodic statistical reports;
- Number of organized campaigns;
- Distribution and use of monitoring and evaluation results.

The outcomes of monitoring and evaluating will be distributed for the purpose of informing regarding the progress, namely the accomplishment of strategic goals and specific objectives. After progress reports are drafted, based on data and observations, the same shall be distributed to the following users:

- Central and local government institutions;;
- Civil society;
- International partners;
- Media;
- Public.

The key bodies responsible for distribution of outcomes shall be:

MIA, Leading Group for Community Safety.

Moreover, the outcomes will be published via the media or by organizing seminars and roundtables, particularly for the purpose of obtaining conclusions regarding the performance of the strategy.

ANALYSIS

Strengths

- [Proper addressing of issues by citizens]
- [Inclusion of all central and local level stakeholders]
- •[Collecting information from central and local level]

Weaknesses

- [Lack of human resources, from central and local institutions]
- •[High cost projects]

OPPORTUNITIES

- [Good reference mechanism for relevant institutions]
- [Support in solving citizens' problems]

THREATS

- •[Life expectancy, due to financial reasons]
- •[Lack of financial support by internationals, and lack of a budget line for projects at central level]

Annex A

COMPARATIVE ANALYSIS OF CRIMINAL OFFENSES OF 2011-2015

<u>Table no.1.</u> Compared annual statistics by regions for some of most frequent criminal offenses in the territory of the Republic of Kosovo, for the period January - December **2011 - 2015**

Criminal offenses / Years	2011	2012	2013	2014	2015	Total
Murders	45	56	39	35	25	200
Domestic violence	995	998	1083	989	987	5052
Threats	2149	2044	1957	1986	1781	9917
Injuries	3522	3605	3257	3077	2857	16318
Thefts	16164	15455	16112	14725	11385	73841
Robberies	514	472	493	404	347	2230
Property damage	3009	2619	2222	2410	2503	12763
Giving/ Accepting bribes	15	12	24	11	11	73
Document falsification	317	322	228	548	224	1639
Fraud	609	567	584	582	505	2847
Misuse of documents	42	6	33	31	23	135
Contraband of goods	621	105	29	15	14	784
Assault against an official	222	199	171	151	160	903
Obstruction of an official	328	338	309	280	236	1491
Arrest of a wanted person	3741	5315	4236	5123	4976	23391
Possession of narcotics	181	191	132	215	267	986
Finding of explosives/ unexploded devices	178	209	261	272	207	1127
Illegal possession of weapons	1339	1228	812	1080	911	5370
Property invasion	193	259	297	264	211	1224
Breach of law and public peace	2656	2595	1477	1554	1342	9624
Causing general danger	1116	1367	588	596	433	4100

Annex B

Table no. 2. Comparison of criminal offenses by years, in %

Years	Murders	%	Dom estic viole nce	0/0	Threats	0/0	Injuries	%	Thefts	%	Robberies	0/0	Property damage	0/0
2011	45	22.5	995	19.7	2149	21.7	3522	21.6	16164	21.9	514	23.0	3009	23.6
2012	56	28.0	998	19.8	2044	20.6	3605	22.1	15455	20.9	472	21.2	2619	20.5
2013	39	19.5	1083	21.4	1957	19.7	3257	20.0	16112	21.8	493	22.1	2222	17.4
2014	35	17.5	989	19.6	1986	20.0	3077	18.9	14725	19.9	404	18.1	2410	18.9
2015	25	12.5	987	19.5	1781	18.0	2857	17.5	11385	15.4	347	15.6	2503	19.6
Total	200	100	5052	100	9917	100	16318	100	73841	100	2230	100	12763	100

Table no. 3. Comparison of criminal offenses by years, in %

Years	Giving/ Accepting bribes	%	Falsification of documents	%	Fraud	%	Misuse of documents	%	Contraba nd of goods	0/0	Assault against an official	%	Obstructi on of an official	0/0
2011	15	20.5	317	19.3	609	21.4	42	31.1	621	79.2	222	24.6	328	22.0
2012	12	16.4	322	19.6	567	19.9	6	4.4	105	13.4	199	22.0	338	22.7
2013	24	32.9	228	13.9	584	20.5	33	24.4	29	3.7	171	18.9	309	20.7
2014	11	15.1	548	33.4	582	20.4	31	23.0	15	1.9	151	16.7	280	18.8
2015	11	15.1	224	13.7	505	17.7	23	17.0	14	1.8	160	17.7	236	15.8
Total	73	100	1639	100	2847	100	135	100	784	100	903	100	1491	100

Table no. 4. Comparison of criminal offenses by years, in %

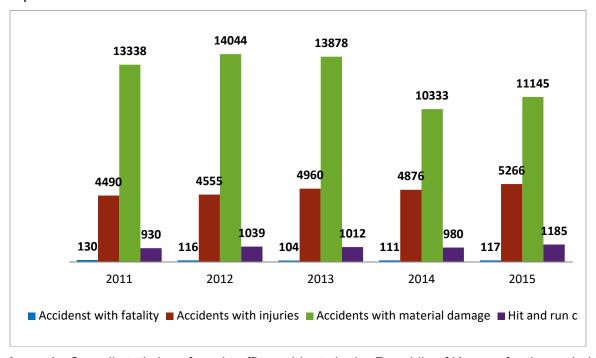
Years	Arrest of a wanted person	%	Possession of narcotics	%	Finding of explosives	%	Illegal possession of	%	Property invasion	%	Breach of law and public	%	Causing general	%
	•				•		weapons				peace		danger	
2011	3741	16.0	181	18.4	178	15.8	1339	24.9	193	15.8	2656	27.6	1116	27.2
2012	5315	22.7	191	19.4	209	18.5	1228	22.9	259	21.2	2595	27.0	1367	33.3
2013	4236	18.1	132	13.4	261	23.2	812	15.1	297	24.3	1477	15.3	588	14.3
2014	5123	21.9	215	21.8	272	24.1	1080	20.1	264	21.6	1554	16.1	596	14.5
2015	4976	21.3	267	27.1	207	18.4	911	17.0	211	17.2	1342	13.9	433	10.6
Total	23391	100	986	100	1127	100	5370	100	1224	100	9624	100	4100	100

Annex C

Table no.5. Comparisons of types of traffic accidents in the Republic of Kosovo for the period January - December 2011 - 2015

Types of traffic accidents	Accidents with fatality	Accidents with injuries	Accidents with material damage	Hit and run	Total
2011	130	4490	13338	930	18888
2012	116	4555	14044	1039	19754
2013	104	4960	13878	1012	19954
2014	111	4876	10333	980	16300
2015	117	5266	11145	1185	17713
Total	578	24147	62738	5146	92609

As it presented in table no.5



Graph no. 1. Overall statistics of road traffic accidents in the Republic of Kosovo for the period January - December 2011 - 2015

Annex D

Table no.6. Comparison of the number of victims by years (January - December 2011-2015)

Victims		Pe	ersons de	ad		Persons injured						
Years	2011	2012	2013	2014	2015	2011	2012	2013	2014	2015		
Total	157	121	119	127	129	8321	8561	9817	9713	10671		

