

## **Resolution**

### **OF THE GOVERNMENT OF THE REPUBLIC OF TAJIKISTAN**

**No. 73**

26 February 2026

#### **On the Strategy for the Prevention of Extremism and Terrorism in the Republic of Tajikistan for the Period up to 2040**

In accordance with Articles 13 and 19 of the Constitutional Law of the Republic of Tajikistan “On the Government of the Republic of Tajikistan”, Article 8 of the Law of the Republic of Tajikistan “On Countering Extremism”, Article 4 of the Law of the Republic of Tajikistan “On Countering Terrorism”, and Article 4 of the Law of the Republic of Tajikistan “On Strategic Planning and State Forecasting”, the Government of the Republic of Tajikistan hereby resolves:

1. To approve the Strategy for the Prevention of Extremism and Terrorism in the Republic of Tajikistan for the Period up to 2040 and the Action Plan for the Implementation of the Strategy for the Prevention of Extremism and Terrorism in the Republic of Tajikistan for the Period up to 2040 for 2026–2030 (Annexes 1 and 2).
2. Ministries and agencies, executive bodies of state authority of the Gorno-Badakhshan Autonomous Region, regions, the city of Dushanbe, cities and districts, within the framework of allocated budgetary funds, special funds and other funds not prohibited by the legislation of the Republic of Tajikistan, shall take measures to implement this Strategy and its Action Plan and shall annually, by 15 January, submit information to the General Prosecutor’s Office of the Republic of Tajikistan on the work carried out.
3. The General Prosecutor’s Office of the Republic of Tajikistan shall exercise continuous monitoring and coordination of the implementation of this Strategy and its Action Plan and shall annually, by 15 February, submit information on their implementation to the Government of the Republic of Tajikistan.

Chairman of the Government of the  
Republic of Tajikistan  
Emomali Rahmon

Annex 1  
to the Resolution of the Government  
of the Republic of Tajikistan  
from «\_\_» \_\_\_\_\_ 2026, #\_\_

Strategy  
for the Prevention of Extremism and Terrorism in the Republic of Tajikistan for  
the period up to 2040

## CHAPTER 1. GENERAL PROVISIONS

1. The Strategy for the Prevention of Extremism and Terrorism in the Republic of Tajikistan for the period up to 2040 (hereafter “the Strategy”) is aimed at enhancing state policy, defining the priority tasks of state authorities and local self-government bodies of towns and villages, as well as strengthening their cooperation with civil society and international organisations in the field of preventing extremism and terrorism.

2. The Strategy has been developed on the basis of the Constitution, the Law of the Republic of Tajikistan “On Countering Extremism”, the Law of the Republic of Tajikistan “On Countering Terrorism”, other laws and legal acts of the Republic of Tajikistan, as well as international treaties recognised by the Republic of Tajikistan.

3. The priority objectives of the Strategy are early prevention of extremism (in schools, communities, and families), reduction of factors conducive to extremism, strengthening preventive measures targeting vulnerable groups—particularly boys, girls, and women—ensuring the information security of society, and facilitating the rehabilitation and reintegration of returnees.

4. The essential conditions for the implementation of measures to counter extremism and terrorism within the framework of the Strategy shall include full compliance with national legislation and with international human rights instruments, including those relating to the right to privacy, the rights of refugees, equality and non-discrimination, gender mainstreaming, freedom from torture and other cruel, inhuman or degrading treatment or punishment, as well as the protection of other human and civil rights and freedoms.

## CHAPTER 2. ANALYSIS OF THE CURRENT SITUATION AND EXISTING CHALLENGES

### **§1. Achievements in Strategic Planning for the Prevention of Extremism and Terrorism**

5. The experience accumulated by the international community demonstrates that extremism and terrorism are neither incidental nor one-dimensional phenomena; rather, they are complex and multifaceted in nature, rooted not only in the mindset and thinking of individuals, but also in various

aspects of life, the environment, relationships, education and upbringing, culture, society, economy, external influences. Success in addressing these challenges therefore requires the development and implementation of comprehensive measures.

6. In recognition of this reality, the Republic of Tajikistan has institutionalised the practice of developing and implementing comprehensive state programmes in this field through the adoption of national strategies on countering extremism and terrorism for certain periods.

7. To date, two national strategies in this field — covering the periods 2016 – 2020 and 2021 – 2025 — have been developed, adopted and put into effect.

8. Through the adoption and implementation of these strategies:

- countering extremism and terrorism, which prior to the initiation of strategic planning in this area had been carried out predominantly by law enforcement and security authorities, has evolved into a shared responsibility of the state and society. The principal directions of this policy and the functions of state and public institutions in this field have been defined, and their activities have been oriented towards clearly established objectives;

- broad awareness-raising, educational and advocacy activities were undertaken among officials of state institutions, civil society organisations, the general public and the mass media, contributing to the development within society of a sound understanding of these phenomena, a climate of mutual understanding and zero tolerance for extremism, and a sense of collective responsibility in addressing it;

- alongside nationwide programmes (strategies), sectoral and local programmes for countering extremism and terrorism were developed and implemented, and preventive measures were extended to cover all sectors, regions and vulnerable groups;

- as a new mechanism for cooperation between state institutions and public initiative bodies (local communities) across all cities and districts of the country, advisory groups on the prevention of extremism have been established, comprising representatives of local executive authorities, youth, active women, teachers, religious leaders, social workers, and mass media professionals;

- issues related to extremism and terrorism have been subjected to extensive academic, analytical and sociological research, and, in this regard, 14 doctoral and candidate dissertations, as well as 155 graduate theses, have been successfully defended;

- with a view to further strengthening state policy in the field of human rights and fulfilling obligations related to the harmonisation of national legislation with international standards in this area, a number of state programmes and new laws have been adopted. In addition, national reports on the implementation of seven United Nations conventions have been submitted and presented;

- the designation of 2024 as the “Year of Legal Enlightenment” gave new impetus to legal education among the population, and information and educational activities took on new forms and content;

- in order to create the necessary conditions for education and upbringing, and to ensure the cultural needs, leisure and recreation of young adults — as a vital prerequisite for preventing the spread of extremist ideologies — more than 1,500 pre-school and general secondary education institutions, 660 healthcare facilities, 480 sports facilities, and 175 cultural establishments have been constructed and put into operation nationwide over the past three years;

- in connection with efforts to counter extremism and terrorism, relevant educational programmes and modules have been incorporated into the curricula of general secondary, secondary vocational and higher education institutions. As a result, the level of awareness and knowledge among pupils and students and teaching staff in this area has been significantly enhanced;

- more than 20 authoritative religious sources and works of eminent Islamic thinkers have been published and made accessible to the public. At the same time, the necessary conditions have been created to enable the observance of religious obligations, including the Hajj and Umrah pilgrimages. Religious associations have become very active in promoting stability, cohesion, mutual understanding, and preventing extremism in society;

- over the years, sustained efforts have been undertaken to eliminate the socio-economic causes and conditions conducive to extremism and terrorism. Over the past five years, the average annual growth rate of the national economy has reached 7.7 per cent. During this period, household incomes have increased threefold, the average wage has risen by 1.8 times, and the average pension by 1.5 times, while the poverty rate has been reduced to 21.5 per cent;

- with a view to increasing citizens' readiness for migration, state authorities, in cooperation with the International Organization for Migration, have conducted a series of awareness-raising activities and short-term courses on vocational training, language learning, and legal and financial literacy;

- as part of efforts to prevent the spread of extremist ideologies in correctional facilities, the conditions for work, recreation, and education for inmates have been significantly enhanced, while a number of production workshops, modern kitchens, dormitories, secondary schools, and sports facilities have been established in relevant facilities, and the number of educational units—particularly those dedicated to preventing prison-based extremism—has been substantially increased;

- women and girls, recognised as a particularly vulnerable category in the context of extremist propaganda, have received special attention, and a range of measures has been implemented to enhance their political and social engagement;

- measures to counter the use of the Internet for extremist and terrorist purposes have been strengthened, with more than 4,000 short videos produced and disseminated via social media to promote anti-extremism messaging, while over 8 million SMS text messages providing guidance on how to respond to extremist pressures have been sent to the population through all mobile communication providers;

- during the period 2019–2024, a total of 381 women and children were repatriated from war zones in four stages, receiving rehabilitation assistance, medical and psychological recovery, vocational training, and social services;

- the Government of the Republic of Tajikistan has adopted and put into effect the Programme on the Rehabilitation and Reintegration of Individuals with an Extremist or Terrorist Background for 2024–2028, as well as the Programme on the Recovery, Rehabilitation and Reintegration of Persons Convicted of Crimes of an Extremist or Terrorist Nature for 2025–2029;

- during this period, the following laws of the Republic of Tajikistan were adopted: the Law “On Countering Terrorism” (23.12.2021); the Law “On Combating Legalisation (Laundering) of Proceeds of Crime, Financing of Terrorism and Financing the Proliferation of Weapons of Mass Destruction” (15.03.2023); the Law “On Administrative Supervision of Persons Released from Correctional Facilities” (22.06.2023); and the Law “On Patriotic Education of Citizens” (24.12.2022);

- with a view to strengthening the institutional framework for countering extremism and terrorism, a Unified Information Centre for the Prevention of Extremism, Terrorism and Cybercrime was established in April 2023 within the structure of the General Prosecutor’s Office of the Republic of Tajikistan;

- extensive measures have been undertaken to detect and prosecute extremist and terrorist activities, illicit trafficking of narcotic drugs, weapons and ammunition, financing of terrorism, and import of extremist materials to the territory of the Republic of Tajikistan;

- counter-terrorism, security and the protection of particularly important and strategic facilities have been strengthened, while border infrastructure along the state border with Afghanistan has been significantly reinforced;

- over the past five years, Tajikistan has signed international agreements with the Russian Federation, the Republics of Uzbekistan, Turkmenistan, Azerbaijan, Turkey, Hungary, Italy, the People's Republic of China, the Islamic Republics of Iran and Pakistan, the Kingdoms of Malaysia and Saudi Arabia, the United States of America, the State of Qatar, and other countries in the field of security and cooperation between law enforcement agencies, including on the fight against extremism and terrorism.

9. As a result of these activities:

- stability and mutual understanding, security, rule of law, legality, and social justice have been ensured within society, while the legal and institutional foundations for preventing extremism and terrorism have been strengthened;

- the involvement of young people in extremist and terrorist groups, as well as their participation in armed conflicts in the territories of other countries, has been significantly reduced, while sleeper cells of terrorist organisations have largely been identified and neutralised, and opportunities to carry out terrorist acts within the country have been substantially restricted;

- the sense of security among citizens and their confidence in law enforcement agencies have increased, and in recent years, the Republic of

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Tajikistan has, according to assessments by international organisations, secured a strong position among the world's safest countries to live in;

- the Republic of Tajikistan has been recognised as one of the world's leading countries in countering extremism and terrorism, and its capital has regularly been chosen as a place for high-level international events, which the global community has acknowledged as a new platform for international cooperation in this field, known as the "Dushanbe Process."

## **§2. Outstanding issues and new threats**

10. It is widely recognised that most factors contributing to extremism and terrorism are persistent in nature, and addressing them requires prolonged efforts and sustained measures.

11. Many of the activities envisaged under previous strategies for countering extremism and terrorism have not yet fully achieve their ultimate objectives, while the causes and contributing factors underlying these phenomena persist in the spheres of education and upbringing, the religious environment, labour migration, engagement with women and girls, information counteraction, legal and institutional provision, and other priority areas.

12. As a result of these factors, instances of the recruitment of young people into extremist and terrorist organisations, the intensification of extremist propaganda disseminated through the Internet, unlawful religious instruction, and the committing of crimes of an extremist and terrorist nature have not yet been eradicated.

13. In the light of the rapidly evolving global environment, a transformation in both the nature and the scale of threats to national security is likewise being observed.

14. After the defeat of the international terrorist organisation Islamic State and other terrorist groups in the conflicts in Syria and Iraq, their fighters have regrouped in Afghanistan, posing a serious threat to the security and stability of Tajikistan and other countries in the region.

15. Ethnic Tajik fighters affiliated with these groups have committed heinous terrorist acts in a number of foreign countries, and on multiple occasions have attempted to violate the state border and to organise and direct terrorist acts within the territory of the Republic of Tajikistan.

16. The active participation of ethnic Tajik fighters has also been observed within the group "Tahrir al-Sham", which has reportedly assumed power in Syria, a development that may create a new threat to the security of Tajikistan.

17. Despite the recent significant reduction in direct financing of terrorist groups through cash and bank transfers, terrorist elements and their supporters have resorted to clandestine methods of funding, concealing sources of finance, and mobilising resources from the population for this purpose.

18. These groups deceive certain individuals regarding the nature, objectives, and destination of the funds to be transferred, directing them to remit

money to extremist and terrorist organisations through their bank cards. At the same time, they leverage social media to encourage uninformed and economically vulnerable young people to open bank accounts in their own names and to sell numerous bank cards for minimal amounts, which are subsequently used to finance terrorist organisations.

19. Another threat in this regard is the growing use of computer games as a means of disseminating ideologies of violence, extremism and terrorism, particularly among adolescents and young adults. This trend fosters within them a tendency to settle conflicts by force and violence and to reject peaceful forms of resolving disputes in real life.

20. Terrorist groups use widely popular computer games to justify terrorism, to indoctrinate young people, to recruit them into their ranks and to generate financial support for terrorist activities.

21. Although these games have been banned or restricted in numerous countries worldwide, such restrictions are yet to be enforced in Tajikistan, and legislation on safeguarding children from information harmful to their health and development still remains at an initial stage of development.

22. The situation described remains pressing challenges and point to the need for a new longer-term Strategy for the Prevention of Extremism and Terrorism, spanning until 2040.

### **CHAPTER 3. GOAL AND OBJECTIVES OF THE STRATEGY**

23. The goal of the Strategy is to safeguard the foundations of the constitutional framework and public security by establishing an effective system for protecting the rights and interests of individuals, society, and the state from the threats of extremism and terrorism.

24. The following are the objectives of the Strategy:

- identifying follow-up measures in this area based on an analysis of national experience in comprehensive planning for countering extremism and terrorism;

- to continue and adapt long-term measures to the current circumstances, as well as to address issues that have not been fully resolved in the course of implementing previous strategies in this area;

- assessment of emerging threats of extremism and terrorism, and the development of appropriate response measures;

- defining the future roles of actors engaged in countering extremism and terrorism, as well as other state and societal institutions, in eliminating extremist and terrorist threats;

- enhancing the role of public initiative bodies (local communities), the education sector, youth and sports bodies, as well as institutions working with women and families in the early prevention of extremist ideology; eliminating factors conducive to extremism within the religious environment, the virtual space, correctional institutions and labour migration processes; strengthening

measures aimed at preventing the financing of terrorism; supporting the rehabilitation and reintegration of persons returned from war zones or those with a history of involvement in extremist or terrorist activities; improving the legal and institutional framework and practice of preventing and combating extremism and terrorism; developing mechanisms for cooperation among state authorities, civil society institutions and international organisations; and expanding international cooperation in this area.

#### **CHAPTER 4. PRIORITY AREAS, EXPECTED RESULTS AND POTENTIAL RISKS OF THE STRATEGY**

##### **§1. Strengthening preventive measures and the foundations for the early prevention of extremism**

25. The national legislation of the Republic of Tajikistan and international legal instruments recognise the primacy of preventive measures in countering extremism and terrorism, and regard the alignment of such measures with the nature of existing threats as an important condition for achieving success in this field.

26. Propagandists of extremist and terrorist organisations, through social media and other information sources, employ new forms of indoctrination and recruitment of young people into their ranks, while the response methods currently used to counter them are not sufficiently commensurate or effective.

27. Television and radio programmes aimed at preventing extremism remain to some extent formulaic, while modern methods of information-based counteraction—such as the production and dissemination of short anti-extremism video clips and audio recordings—are used only to a very limited extent.

28. The official websites of the entities responsible for implementing the Strategy are, in many cases, limited to publishing information on official events, while they rarely provide fresh, proactive, and engaging information on the prevention of radicalism and extremism.

29. Scientific research conducted by scholars, researchers, and students of higher education institutions on issues related to extremism has proven of limited practical utility, with few conclusions and recommendations emerging from these studies regarding new approaches and methods for the prevention of extremism.

30. Sociological and psychological research on forecasting religious environment, morale, and psychological conditions across different segments of society, aimed at identifying the extent, causes, and sources of radicalism, remains very limited, and thematic monitoring in this area has not yet been established.

31. In certain localities, the relevant state authorities lack sufficient capacity to develop comprehensive and effective programmes for the prevention of extremism, and to explain to the public the content and essence of legislation, as well as the concepts and definitions used in this field.

32. The high level of superstition and the vulnerability of the population, particularly women and girls, to extremist propaganda—especially in rural areas—indicates that the activities of public initiative bodies in this regard remain insufficient.

33. In this regard, within the framework of the Strategy, efforts to further enhance measures for the prevention of extremism will be continued, and comprehensive measures of an informational-methodological, organisational-institutional, and scientific-analytical nature will be undertaken in this direction.

34. In particular, within this process, state authorities, civil society institutions, local communities, and representatives of the mass media will be provided with informational and explanatory material on effective approaches and methods for implementing preventive measures, as well as for developing sectoral and local programmes for the prevention of extremism. Regular training activities in this area will also be conducted for them.

35. Consultative groups on the prevention of extremism at the local level, as the primary mechanism for the participation of public initiative bodies in preventing early-stage extremism, are being provided with comprehensive support, and scientific, sociological, and psychological research on issues related to extremism and terrorism is being expanded.

## **§2. Strengthening the role of the education sector in shaping the self-awareness and anti-extremist mindset of adolescents and young adults**

36. Enhancing the system of education, improving the level of knowledge and political awareness, fostering moral and spiritual development, and cultivating self-awareness and analytical thinking among adolescents and young adults constitute a key means of preventing superstition, radicalisation, and their susceptibility to extremist ideologies.

37. Analyses show that, despite the measures taken, adolescents and young adults remain vulnerable to extremist propaganda, joining extremist parties and movements, participating in armed conflicts in other countries, and committing crimes of an extremist and terrorist nature, which are predominantly committed by representatives of this population group.

38. These phenomena testify to the continued incompleteness of the education and upbringing system, the insufficient level of knowledge and political awareness, the gaps in moral and spiritual development, and the inadequacy of the capacities of the education sector in preventing extremism among adolescents and young adults.

39. Accordingly, within the framework of the Strategy, the capacities of the education sector in this area will be further strengthened, and additional measures will be undertaken to enhance the quality of education and upbringing, improve the professional knowledge of teachers, prevent extremism, delinquency, and criminal activities among minors and young adults, and safeguard the right to education.

Добавлено примечание ([FA3]): What is a system of upbringing? Maybe better: system of education and upbringing

40. As part of this process, educational standards, curricula and syllabuses will be reviewed, and the role of educational institutions in fostering civic responsibility, analytical thinking, media literacy and resilience among young adults, including women and girls, will be strengthened, particularly in countering extremist narratives, promoting safe use of Internet and developing skills for identifying false information.

Добавлено примечание ([FA4]): Behaviour on or use of?

41. A unified teaching and methodological compendium for the prevention of extremism will be developed and implemented for all levels of education, including materials adapted for schools, colleges, institutes, and universities, taking into account gender aspects.

42. Advanced training courses will be organised for teachers and lecturers on media literacy, digital security and gender sensitivity, and research and training centres on the prevention of extremism will be established at institutes and universities. National researchers and lecturers will be involved in regional and international projects on the prevention of extremism.

43. The right to education will be consistently upheld as an important means of preventing extremism among minors and young adults. Strict oversight will be exercised over compliance with the law and with the rights and interests of pupils and students in matters related to admission to and expulsion from educational institutions, the quality of education, the transparency of examinations, the allocation of quotas, the collection of fees and other related matters within educational institutions.

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### **§3. Protection of human rights and freedoms and strengthening the political culture of the population**

44. Strengthening the legal status, protecting human rights and freedoms, and strengthening the political culture of the population are key conditions for ensuring lawful behaviour among citizens, maintaining stability and mutual understanding, and preventing extremist sentiments in society.

45. In this regard, the Government of the Republic of Tajikistan has implemented numerous measures to improve state policy, fulfill international obligations, improve the country's legislation, and plan for the comprehensive protection of human and civil rights and freedoms.

46. At the same time, the implementation of the Concept for the Formation of Electronic Government in the Republic of Tajikistan, approved by Resolution No. 643 of the Government of the Republic of Tajikistan on December 30, 2011, whose main objectives are transparency of governance and timely access of the population to information and public services, is not being carried out at the proper level in some government agencies.

47. The number of offices and public reception centres of the Commissioner for Human Rights in the Republic of Tajikistan, which previously operated using grant funds from development partners, has significantly decreased following the

completion of the relevant UN Development Programme projects, and the majority of them have ceased operations.

48. The number of activities aimed at enhancing the knowledge of law enforcement personnel regarding the observance of procedural guarantees for citizens' rights, the prevention of torture, and other forms of cruel, inhuman or degrading treatment or punishment has decreased compared with previous years.

49. Despite the growing importance of a proper understanding of global political processes and access to information in the context of globalization, measures to enhance the political awareness of the population are not being implemented widely enough.

50. The quality, speed, and cost of internet services do not fully meet current demands, thereby hindering citizens' ability to exercise their right to access information.

51. In this regard, effective measures will be taken within the framework of the Strategy to strengthen human rights and freedoms, improve the political culture of the population, effectively reform national human rights institutions, and ensure access to information.

52. In this regard, the country's human rights legislation will be continuously reviewed for compliance with international standards, and the process of joining and ratifying international human rights instruments and their additional protocols will continue.

53. Periodic monitoring of the implementation of the National Strategy of the Republic of Tajikistan in the field of Human Rights Protection for the period up to 2038, the Human Rights Education Programme for 2022–2026, and the Concept of Providing Free Legal Aid in the Republic of Tajikistan will be established.

54. The reception offices of the Commissioner for Human Rights in the Republic of Tajikistan will be re-established in all cities and districts, particularly in densely populated and remote regions of the country, and funded from the state budget.

55. Measures will be taken to improve service quality, reduce the cost of mobile communications and Internet services, and provide high-speed Internet access to all regions of the country, including remote cities and areas.

56. In order to enhance the political culture of the population, raise citizens' awareness of contemporary global political processes, foster a correct understanding of events, explain the nature of regional and international conflicts, and promote tolerance and interfaith understanding in society, radio and television programmes will be organised with the participation of scholars and political scientists.

57. Measures will be strengthened to improve the knowledge of law enforcement officials on issues relating to respect for the rights and freedoms of citizens, including the prohibition of torture and other cruel, inhuman, or degrading treatment or punishment.

#### **§4. Strengthening the role of religious organisations in preventing extremism**

58. The active participation of religious leaders and religious organisations in promoting tolerance, fostering mutual understanding, and preventing religious conflicts and extremism in religious circles is an important prerequisite for the successful prevention of extremism.

59. Despite the measures taken, religious awareness among the population remains insufficient, and the attraction of young people to radical religious groups, illegal religious teachings, and the import of religious literature from abroad has not been reduced.

60. In recent years, isolated terrorist acts have occurred in the country in direct connection with foreign-based religious extremist groups.

61. The role of religious leaders in countering extremist ideology on social media is **not effective** enough. Most of them do not have the skills to work with modern information technologies, are unable to engage in discussion with clerics from Persian-speaking countries, and avoid participating in discussions.

Добавлено примечание ([FA6]): Better: not effective enough

62. Throughout 2024, some extremist Afghan clerics carried out information attacks against the Republic of Tajikistan via social media, calling on the people to fight against the constitutional government, to which the Tajik clerics responded weakly and ineffectively.

63. In this regard, within the framework of the Strategy, necessary measures will be taken to enhance the religious awareness of the population, particularly adolescents and young adults, women and girls; to strengthen the capacity of religious leaders in preventing extremism, including by improving their language proficiency and secular knowledge and providing them with skills in the use of information technologies; to improve the quality of training of indigenous faith cadres; and to ensure respect for the religious rights and freedoms of the population and prevent all forms of discrimination against persons belonging to religious minorities.

#### **§5. Enhancing measures to counter the use of the Internet for extremist and terrorist purposes**

64. Extremist and terrorist organisations widely use the Internet to disseminate extremist ideas and illegal religious teachings, recruit young people into their ranks, plan and carry out terrorist acts, and finance terrorism.

65. The increasing use of computer games as a means of spreading violence, extremism and terrorism among young people is also a cause for concern.

66. The measures taken to counter these phenomena remain insufficient, and the technical capacities of the entities responsible for implementing the Strategy do not correspond to the development of new technologies and the use of artificial intelligence by extremist elements and terrorists.

67. The use of the Internet for widespread anti-extremist awareness campaigns by ministries and agencies, local executive authorities, and local self-government bodies of towns and villages has not been implemented at the appropriate level.

68. In this regard, additional organisational, technical, informational, coordination, and legal measures will be taken within the framework of the Strategy to strengthen countermeasures against the use of the Internet for extremist and terrorist purposes, while respecting the right to privacy, the confidentiality of personal correspondence, and freedom of expression.

69. In particular, authorised bodies will be provided with specialised electronic programmes to counter extremism and tools for detecting cybercrime through the use of artificial intelligence, and cooperation between authorised sectoral bodies and mobile network operators and Internet service providers will be strengthened.

70. Based on the experience of other countries, the issue of banning or restricting computer games that promote violence, extremism, and terrorism among adolescents and young adults will be examined, and the legal framework for protecting children from information harmful to their health and development will be strengthened.

#### **§6. Establishment of effective mechanisms to counter contemporary methods and techniques of terrorism financing**

71. Terrorist organisations use new fundraising methods to finance their activities, enabling them to conceal the sources of funding, intended recipients, payment methods, and transfer networks.

72. One of the most common methods used in recent years to conceal the transfer of funds to terrorist organisations involves fraudulent use of bank cards of other citizens, including opening or acquiring cards in their names, and subsequently transferring funds from these cards to the accounts of terrorist organisations.

73. At the same time, terrorist groups post encrypted electronic payment addresses under their propaganda videos on social media, making them very difficult to trace, and thereby collect funds from their followers and supporters.

74. In this regard, under the Strategy, measures are being implemented to raise public awareness regarding the use of bank cards and electronic wallets, to develop an effective mechanism for monitoring and tracking financial operations and suspicious transactions, and to establish appropriate accountability for the use of modern methods and means of financing terrorism.

#### **§7. Impact on the factors of extremism in the process of citizens' work activities abroad**

75. Developing and adopting programmes that safeguard the rights and social guarantees of labour migrants, improving the migration preparation system, protecting the rights and interests of labour migrants, and conducting awareness-raising activities among them are critical conditions for preventing extremism among labour migrants and their involvement in extremist groups.

76. In recent years, labour migrants in certain countries of residence have faced various challenges, including frequent changes in legislation regulating the registration of migrants, non-payment of wages by employers, and excessive inspections at their places of work and residence. At the same time, due to insufficient awareness-raising activities, some fall victim to the manipulation of radical groups and join their ranks.

77. One of the main challenges faced by labour migrants, particularly young people, is the lack of a profession or qualification that corresponds to labour market demands, as well as insufficient knowledge of the language and the legal requirements of the receiving state.

78. Pre-departure training for citizens has not been organised effectively, and the measures taken in this area have so far failed to achieve their intended objectives.

79. In this regard, the Strategy will implement a set of additional organisational, legal, analytical and educational measures aimed at eliminating factors contributing to extremism in the labour migration process.

80. In this process, the creation of new employment opportunities is regarded and pursued as a primary objective of state policy in the field of labour migration, with a view to significantly reducing the level of labour migration.

81. Pre-departure training for citizens will be reinforced, with regular awareness-raising sessions, short-term vocational and language courses, enhancement of legal literacy, and the promotion of resilience against extremist propaganda.

82. The search for new labour markets will continue, with intergovernmental agreements on labour migration concluded primarily with countries that ensure the social and legal protection of migrants.

#### **§8. Strengthening measures to prevent extremism and terrorism in correctional facilities**

83. Correctional facilities, owing to overcrowding, restrictions on movement, employment, recreation and communication with the outside world, as well as other limitations associated with the regime for serving sentences, easily create fertile ground for the formation of extremist sentiments.

84. In these facilities, alongside other convicts, members of extremist and terrorist organisations are serving their sentences, which doubles the risk of spreading their extremist ideology.

85. Notwithstanding the measures undertaken to prevent extremism and to improve conditions of detention, work, education and recreation for inmates,

correctional facilities remain vulnerable to the spread of extremist ideologies and terrorist activities.

86. Cases involving the recruitment of inmates into the ranks of extremist and terrorist organisations, the planning and direction from within correctional facilities of various crimes committed outside, as well as the organisation by extremist and terrorist groups of riots and attacks against representatives of the administration of correctional facilities, attest to the fact that preventive measures in this area have not yet reached the required level.

87. In this regard, in the course of implementing the Strategy, further comprehensive measures will be undertaken to strengthen the organisational, legal and institutional frameworks for the prevention of extremism, to improve prison-based methods for preventing extremism, and to enhance the professional capacity of correctional facility staff in working with inmates convicted of extremist offences.

88. Provision of employment, payment of wages, conditions for education, sports activities, and fulfilment of cultural and recreational needs for convicts, implemented at a level close to international standards.

89. Measures for the construction of a cell-type correctional facility for the placement of individuals convicted of extremist and terrorist-related offences, which are currently at the planning stage, will be fully completed.

90. Drawing on the experience of other countries, the system of investigative and intelligence activities in correctional facilities will be reviewed, and measures will be taken to develop an effective system and practice for detecting and preventing crimes among inmates, in particular terrorist acts and mass unrest within correctional facilities.

#### **§9. Development of gender-sensitive approaches to countering extremism and terrorism**

91. Given the importance of gender considerations in the prevention of extremism and terrorism, a range of measures has been undertaken in the course of implementing previous strategies to ensure equal access for women and men to public services and material resources, to prevent all forms of violence against women, and to promote the active participation of women in the prevention of extremism and terrorism.

92. However, the targets set in this area have not yet been fully achieved. In particular, the current proportion of women in the civil service (25%) and in senior positions (19%) remains unsatisfactory.

93. The ineffective operation of psychological centres for survivors of domestic violence, along with the lack of a significant reduction in suicides among women and girls, indicates that they remain highly vulnerable and continue to receive insufficient psychological support.

94. Gender-sensitive practices in the prevention of extremism remain insufficient. Women and girls are primarily regarded as victims of extremism and

included in preventive measures, while their potential role as disseminators of extremist ideology, as well as active participants in groups for the prevention of extremism, is not given adequate attention.

95. Therefore, within the framework of the Strategy, measures will be continued and further intensified to expand women's participation in political and economic life, enhance their knowledge, protect their rights and interests, and involve them more actively in the prevention of extremism and terrorism.

96. In this process, in order to increase the participation of women in the political, economic and cultural life of the country, the targets set in strategic planning documents—namely, achieving a 30% share of women in public service and 25% in leadership positions by 2030—are being actively pursued.

97. Local executive authorities in cities and districts will establish databases on women who are socially, economically, or psychologically vulnerable, including those with family ties to individuals with a history of extremist involvement. Targeted measures will be implemented to provide them with social, economic, and psychological support, as well as to prevent the development of extremist attitudes.

98. The operation of psychological centres for survivors of domestic violence has been revitalised, and, in collaboration with entities involved in the prevention of domestic violence and development partners, necessary measures are being taken to establish legal and psychological assistance centres.

99. Based on the study of investigative and judicial experience, the methods and techniques used by extremist and terrorist organisations for indoctrination and for recruiting women and girls into extremist groups have been identified. On this basis, effective response methods are being developed and implemented.

100. The number of women in law enforcement agencies and other entities involved in the prevention of extremism and terrorism will continue to increase, and a gender balance will also be ensured within awareness-raising groups.

#### **§10. Repatriation of citizens from combat zones and of individuals wanted for extremist or terrorist offences**

101. Fighters of terrorist organisations, composed of citizens of the Republic of Tajikistan currently abroad, are engaged not only in terrorist acts in foreign countries but also in planning and carrying out similar acts within the territory of the Republic of Tajikistan. Their leaders direct them to attempt, by violent means, the overthrow of constitutional authorities in Tajikistan.

102. At the same time, a certain number of the country's citizens are wanted for committing extremist and terrorist acts and, to varying degrees, have been involved in hostile actions against their own country.

103. The leadership of the State and the Government of the country regard the return of these citizens as an important means of reducing the threats and risks posed by these groups. They have also established the necessary legal and

institutional framework to exempt them from criminal liability and to provide them with rehabilitation and reintegration measures.

104. In this regard, as part of the implementation of the Strategy, outreach and awareness-raising activities among the population—particularly parents and other family members of fighters of terrorist groups and individuals wanted by the authorities—are being strengthened to encourage their voluntary return to the country.

105. Operational and search activities aimed at identifying the whereabouts and facilitating the return of fighters of terrorist organisations who are citizens of Tajikistan, as well as individuals wanted for extremist and terrorist acts, are being intensified.

106. Mechanisms of international cooperation, including the submission of requests for legal assistance, and the apprehension and extradition of offenders in this field, are being further utilised and expanded.

107. In order to encourage the voluntary return of citizens from combat zones and of individuals wanted by the authorities, the possibility of exempting them from criminal liability for other extremist - or terrorist-related offences, as well as the expansion of the legal grounds for such exemptions, will be examined.

#### **§11. Rehabilitation, reintegration, and social adaptation of individuals with a history of extremism or terrorism**

108. Reintegration, rehabilitation, and social adaptation of individuals with a history of extremism or terrorism will remain an important focus in countering extremism and terrorism.

109. Alongside the work completed to date, many programmes adopted in this area remain at an initial stage, and their implementation requires continuous monitoring and greater coordination of the activities of state institutions, civil society, including public initiative bodies (local communities), and international organisations.

110. In particular, under the “Programme for the Rehabilitation, Social Adaptation, and Provision of Employment and Education for Women and Children Returned from Combat Zones for 2023–2027,” the issues of providing women with employment and housing, and children with age-appropriate education, have not yet been fully resolved.

111. Although the “Programme for the Rehabilitation and Reintegration of Individuals with a History of Extremism or Terrorism in the Republic of Tajikistan for 2024–2028” envisages seven categories of persons vulnerable to extremism for inclusion in individualised rehabilitation measures, a complete list of such persons has not yet been compiled at the local level, making targeted engagement with this category of citizens difficult.

112. The Programme for the Rehabilitation and Integration of Prisoners Convicted of Extremist or Terrorist Offences for 2025–2029 has recently been adopted and it is still in its early stages.

Добавлено примечание ([FA7]): What does this mean? In preparation?

113. Preventive measures involving individuals with a history of extremism or terrorism, with the targeted participation of religious leaders, psychologists, and law enforcement personnel, have not been systematically implemented and remain largely generic in nature.

114. In this regard, within the framework of the Strategy, the necessary measures will be taken to ensure the timely implementation of government programmes, the targeted delivery of rehabilitation and integration activities, and the strengthening of the capacity of the institutions responsible for this task.

## **§12. Strengthening cooperation among state authorities, public associations, and international organisations**

115. Public associations and international organisations play an important role in the design and implementation of joint measures for the prevention of extremism, the strengthening of the material and technical capacities of entities involved in countering extremism and terrorism, and the enhancement of the knowledge and skills of civil servants and public initiative bodies in this field.

116. At the same time, cooperation in this area has not yet reached the required level. Proposals for joint sociological research, information and awareness-raising activities, and other public events among the population are supported only by a limited number of civil society institutions and international organisations. In turn, the entities involved in countering extremism do not demonstrate sufficient initiative in engaging a broader range of development partners.

117. Draft normative legal acts on countering extremism and terrorism are mainly prepared by the relevant state authorities and are submitted to representatives of civil society for review only at the final stage.

118. Domestic public associations are primarily engaged in activities in the field of human rights (including trafficking in persons, domestic violence, the protection of children's rights, torture, the situation of prisoners, and others) and do not possess sufficient capacity to operate at a professional level in the field of preventing extremism and terrorism.

119. Some public associations note that the underutilisation of their potential, difficulties in coordinating seminars and training sessions with local executive authorities, the lack of ongoing financial support (grants), and the lack of transparency in competitions conducted by international organisations constitute obstacles to strengthening cooperation.

120. Cooperation projects proposed by international organisations are primarily focused on conducting seminars, round tables, and other awareness-raising activities, while less attention is paid to strengthening the material and technical capacities of state authorities.

121. On the other hand, international organisations express concern over the lack of readiness of representatives of state authorities to cooperate, the lack

of support for their proposed projects, difficulties in accessing information, and other related issues.

122. In this regard, within the framework of the Strategy, effective measures will be implemented to strengthen the capacity and participation of civil society in the prevention of extremism, to establish new cooperation mechanisms, to broaden the range of actors, and to remove obstacles to enhanced cooperation between state authorities, public associations, and international organisations.

123. It is proposed that public associations and independent research centres, as equal partners of state authorities in the prevention of extremism, participate in the development of draft concepts, strategies, programmes, and normative legal acts by submitting proposals, drafts, and alternative models, as well as by taking part directly in working groups.

124. Under the Secretariat for the Implementation of the Strategy, an Advisory Council, serving as a stable and permanent consultative mechanism, will operate, comprising representatives of state authorities and public associations.

### **§13. Improvement of legislation, law enforcement activities, and strengthening preparedness to prevent terrorist attacks**

125. The continuous improvement of national legislation on countering extremism and terrorism, the enhancement of the effectiveness of law enforcement agencies in preventing, detecting and investigating extremist and terrorist offences, the strengthening of border infrastructure, and the preparedness to respond to terrorist attacks are essential conditions for achieving success in this area.

126. In this regard, within the framework of the Strategy, necessary measures are being undertaken to improve legislation in this area, including, through the adoption of the Criminal Code in a new edition, clarifying the composition of extremist and terrorist offences, and at the same time specifying the distinction between administrative violations and criminal acts.

127. A comparative analysis of the provisions of the Laws of the Republic of Tajikistan “On Countering Extremism” and “On Countering Terrorism” with the Code on Administrative Offences, the Criminal Code of the Republic of Tajikistan, and relevant international legal instruments will be conducted, and measures will be taken to resolve potential inconsistencies and to adopt a unified approach to the key concepts and the composition of administrative violations and criminal offences.

128. Given the serious legal and moral consequences of extremist and terrorist offences, a specific and precise list of such offences will be determined and formally approved.

129. In order to establish a clear mechanism and a unified practice for applying the relevant provisions of the Criminal Code of the Republic of Tajikistan on exemption from criminal liability for extremist and terrorist

offences, a joint Instruction of the law enforcement agencies will be drafted and adopted.

130. Operational and search activities aimed at identifying local sources of extremist propaganda, dormant cells of terrorist organisations, recruiters of youth into such organisations, and at preventing and suppressing terrorist acts will be strengthened.

131. Border infrastructure, as well as the cooperation of actors countering extremism and terrorism in border areas on border and migration control, the prevention of entry of members of international extremist and terrorist organisations, individual extremist elements, and the import of extremist materials by them into the territory of the Republic of Tajikistan, will be strengthened.

132. Counter-terrorism, security and protection against sabotage of critical facilities, with particular emphasis on hydropower dams, facilities under special security regimes, military infrastructure, and facilities with high industrial and environmental risk, as well as public areas, will be strengthened, and an effective system for the timely warning of man-made disasters and terrorist attacks will be established.

#### **§14. Strengthening of international cooperation**

133. Extremism and terrorism have become global phenomena, and achieving success in combating these threats requires the unification of the international community's efforts, including the creation of new platforms for international cooperation and the establishment of practical collaboration in this area.

134. Although the Republic of Tajikistan has achieved significant successes in this area, the current global situation regarding extremism and terrorism requires further intensification of efforts in this field.

135. Accordingly, within the framework of the Strategy, the leading role of the Republic of Tajikistan in strengthening international cooperation to counter extremism continues, and in this regard, the "Dushanbe Process" will continue to be actively pursued.

136. In accordance with the requirements of national legislation and international legal instruments regarding restrictions on extradition, the conclusion of agreements on mutual legal assistance—including with Western countries for the purpose of determining the whereabouts, investigation, and extradition of offenders—will be expanded.

#### **§15. Expected results and potential risks of the implementation of the Strategy**

137. The expected results of the implementation of the Strategy are:

1) the renewal and enhancement of methods and approaches for preventing extremism and terrorism, taking into account global experience;

2) the development of effective methods and approaches for responding to emerging threats of extremism and terrorism;

3) the improvement of the legal and institutional framework for countering extremism and terrorism, and the enhancement of the knowledge and skills of civil servants in this field;

4) strengthening the role of the education system, religious organisations, and civil society institutions—including public initiative bodies—in the prevention of extremism and terrorism;

5) deepening measures to address factors contributing to extremism among labour migrants, convicts, and other vulnerable population groups; strengthening the process of rehabilitation and reintegration of women and children returned from war zones, as well as individuals with a history of extremism;

6) strengthening border infrastructure, counter-terrorism security, and protection against sabotage of particularly important facilities, as well as preparedness to respond to terrorist attacks;

7) improving the level and quality of cooperation between state institutions, civil society, and international organisations in preventing extremism and terrorism;

8) ensuring the protection of human and civil rights and freedoms, the rights of refugees, and other rights and freedoms provided for under national legislation and international legal instruments in the process of countering extremism and terrorism.

138. Potential risks in the implementation of the Strategy may include the prioritisation of law enforcement measures over preventive actions, restrictions on human and civil rights and freedoms, untimely funding of planned activities, and the failure of responsible officials to carry out the tasks assigned to them under the Action Plan.

139. To mitigate potential risks, the General Prosecutor's Office of the Republic of Tajikistan, as the coordinating and supervisory authority, shall take measures within its mandate to ensure the implementation of the Strategy, while simultaneously submitting recommendations and proposals to the Government of the Republic of Tajikistan on this matter.

## **CHAPTER 5. PHASES AND MECHANISMS FOR THE IMPLEMENTATION OF THE STRATEGY**

### **§1. Phases of Strategy implementation**

140. The Strategy will be implemented in three phases: 2026–2030, 2031–2035, and 2036–2040.

141. The objectives of the first phase (2026–2030) are as follows:

- creating favourable conditions for the implementation of the Strategy and presenting it to state authorities, the public, and international organisations;

- developing departmental and local programmes, plans, and specific projects for the implementation of the Strategy within central and local executive authorities; establishing working groups, including at the local level, with the inclusion of civil society representatives, to implement the relevant provisions of the Action Plan;

- preparing budgets (drafts) for the implementation of planned activities, which require funding from the state budget or extra budgetary sources;

- securing donor organisations to fund the planned activities;

- implementation of the planned activities of the Strategy.

142. The objectives of the second phase (2031–2035) are to expand the implementation of activities and to establish and operationalise mechanisms for the prevention of and combat against extremism and terrorism.

143. In the third phase (2036–2040), the measures being implemented will be improved based on the results of internal and external monitoring. At the end of this phase (2040), the outcomes of the Strategy’s implementation will be summarised, and, if necessary, proposals will be prepared for the development of new strategic planning documents in this area.

## **§2. Mechanism for the implementation of the Strategy**

144. The mechanism for the implementation of the Strategy is the Action Plan, which sets out the main areas of extremism and terrorism prevention, key measures and specific activities for the implementation of the Strategy, performance indicators, implementation timelines, and executing agencies.

145. The Action Plan for the implementation of the Strategy is prepared for each phase (every five years) and approved by the Government of the Republic of Tajikistan.

## **CHAPTER 6. FINANCIAL RESOURCES FOR THE IMPLEMENTATION OF THE STRATEGY**

146. Financial support for the implementation of the Strategy will be provided from funds allocated in the national and local budgets, as well as from donor organisations.

147. The following funds (in somoni) will be allocated from the national budget for the implementation of the Strategy:

| Phase  | 2026-2030 | 2031-2035 | 2036-2040 | Total   |
|--------|-----------|-----------|-----------|---------|
| Amount | 15 mln.   | 15 mln.   | 20 mln.   | 50 mln. |

148. Funding for the programmes, strategies, documents, and other programme activities referred to in paragraphs 2 (education sector), 5 (countering the use of the Internet for extremist and terrorist purposes), 8 (prevention of extremism in correctional facilities), 11 (rehabilitation and reintegration of

individuals with a history of extremism or terrorism), and 13 (strengthening border infrastructure) of Chapter 2 of the Strategy will be provided from funds specifically allocated or envisaged for the implementation of the Strategy and programmes.

149. Ministries and agencies have the right to independently finance specific activities within the framework of their approved budget, including using saved funds.

150. The volume of funding from donor organisations shall be determined in accordance with agreements, memoranda of understanding, and arrangements concluded between the Government of the Republic of Tajikistan and these organisations.

151. The Ministries of Foreign Affairs, Finance, and Economic Development and Trade, as well as the State Committee on Investment and State Property Management of the Republic of Tajikistan, shall take measures, in accordance with the established procedure, to attract financial assistance from international organisations, including financial institutions, embassies, and representations of foreign states, for the implementation of the Strategy.

152. Activities at the local level shall be financed from local budgets, and the amount of funds to be allocated for the period envisaged in this Strategy shall be specified, with an annual breakdown, in the action plans at the relevant level (the Gorno-Badakhshan Autonomous Region, regions, the city of Dushanbe, and districts of direct subordination) for the implementation of the Strategy.

## **CHAPTER 7. MONITORING AND EVALUATION OF THE STRATEGY**

153. The Prosecutor General's Office of the Republic of Tajikistan, in cooperation with public associations and international organisations, shall annually monitor the implementation of the Strategy and the execution of the Action Plan and submit the results for consideration at meetings of the Secretariat for the Implementation of the Strategy.

154. The evaluation of the progress of implementation of the Strategy and the execution of the Action Plan shall be carried out on the basis of the results of inspections conducted by the General Prosecutor's Office and its monitoring activities, and, on the basis of these results, measures shall be taken to adjust the indicators and improve activities in this area.

## **CHAPTER 8. FINAL PROVISIONS**

155. The implementation of the Strategy shall be carried out by central and local state authorities, public administration bodies, law enforcement agencies, and local self-government bodies of towns and villages, with the active participation of civil society institutions, including public initiative bodies and international organisations.

156. The coordination of the activities of state authorities, civil society institutions, and international organisations in the implementation of the Strategy, as well as the oversight of its implementation, shall be carried out by the General Prosecutor's Office of the Republic of Tajikistan.

157. The Ministry of Foreign Affairs and other state authorities of the Republic of Tajikistan, in coordination with the General Prosecutor's Office of the Republic of Tajikistan, shall take measures to involve civil society institutions, international organisations, as well as embassies and representations of foreign states in the implementation of the Strategy.

158. The General Prosecutor's Office of the Republic of Tajikistan shall conduct a comprehensive evaluation of the interim results and progress of the Strategy's implementation and submit proposals regarding the procedure for implementing the Strategy, including the addition, removal, and clarification of individual provisions.