



ASEAN Handbook

Promising Practices on Deradicalisation, Rehabilitation and Reintegration of Prison Inmates related to Terrorism and Violent Extremism



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Acknowledgements

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Hedayah, the International Center of Excellence for Countering Extremism and Violent Extremism, drew upon its renowned expertise to develop and draft the handbook, which builds on the output of the ASEAN-EU Regional Workshop on the Development of Promising Practices Related to Deradicalisation, Rehabilitation, and Reintegration Programmes, held in Bali, Indonesia in March 2023. Hedayah co-organised and managed this successful practitioner-driven event, in close collaboration with Indonesia's National Counterterrorism Agency (BNPT), the European Union Delegation to Indonesia and Brunei Darussalam, and the ESIWA project.

Indonesia, as Chair of the Senior Officials Meeting on Transnational Crime Working Group on Counter Terrorism (SOMTC WG on CT) wishes to acknowledge the key experts and practitioners who actively participated in the ASEAN-EU Regional Workshop. Their invaluable input and contributions have enriched the content and practical applicability of the handbook. By sharing their expertise and experiences, these dedicated individuals have played a vital role in shaping effective and sustainable approaches to preventing violent extremism in their respective nations and facilitating the rehabilitation and reintegration of former inmates and detainees in their respective nations.





Foreword(s)

The EU-ASEAN Strategic Partnership represents longstanding constructive engagement and collaboration between the two regional institutions, based on shared values of effective multilateralism and rules-based international order. In the spirit of this blooming partnership, I am honored to be introducing this essential handbook on promising practices for the deradicalisation, rehabilitation, and reintegration of prisoners convicted of terrorism offences in ASEAN member states.

Violent extremism is a scourge that nations in both the EU and ASEAN have endured over the past 20 years, and its transnational nature demands effective collaboration among governments and institutions working to mitigate and ideally eliminate ideological violence from our societies.

ASEAN nations have done remarkably well in suppressing the threat of terrorism over the past decade, and this success can and will be sustained through the further development of prison-based rehabilitation efforts and post-release reintegration initiatives. EU member states have established effective systems and processes for managing convicted violent extremists from incarceration to their eventual release, and I am proud that expert practitioners from the EU have shared experiences with counterparts in ASEAN through mutual-learning engagements.

In March 2023, the successful “ASEAN - EU Regional Workshop on the Development of Promising Practices Related to Deradicalisation, Rehabilitation, and Reintegration Programmes” provided an opportunity to extend these important collaborations, and the engaged discussions among experts during the workshop informed the content presented in this important publication.

We hope that the handbook will become a frequently consulted guide for practitioners and policy makers working towards the successful rehabilitation and reintegration of prisoners in ASEAN member states, and that it will build on the flourishing strategic partnership between the EU and ASEAN moving forward.

H.E. Igor Driesmans

European Union Ambassador to ASEAN



Foreword(s)

Indonesia, as the voluntary lead shepherd on counter terrorism as well as the Chair of the Senior Officials Meeting on Transnational Crime Working Group on Counter Terrorism (SOMTC WG on CT) presents the ASEAN Handbook Promising Practices on Deradicalisation, Rehabilitation and Reintegration of Prison Inmates related to Terrorism and Violent Extremism.

This Handbook is an outcome and product of the “ASEAN - EU Regional Workshop on the Development of Promising Practices Related to Deradicalisation, Rehabilitation, and Reintegration Programmes” that was held in Bali, 1-3 March 2023. The development of the handbook supports the implementation of the Bali Work Plan 2019-2025, particularly the indicative activity under Priority Area 2.2, to develop aspects of deradicalisation in rehabilitation and reintegration programmes as part of comprehensive measures to counter radicalisation, violent extremism and terrorism to ensure that extremist individuals are ready to reintegrate into society as well as to prevent relapse and recidivism.

The initiative also aligns with the implementation of the EU Activity Plan on CT-P/CVE for Indonesia and the Region, particularly on “Prisons: Deradicalisation and Disengagement Programmes for Terrorist Prisoners and their Families – the time in prison, rehabilitation and reintegration – with a supplementary accent on children and youth.”

This handbook depicts approaches and methodologies related to rehabilitation and reintegration conducted in Southeast Asia. Highlighting the significance of needs and risk assessment and the crucial role of the actors – including families and communities – in the pre- and post-release processes in fostering an effective rehabilitation and reintegration. It also highlights the necessity of monitoring and evaluation in the rehabilitation and reintegration programme.

Designing effective rehabilitation and reintegration programmes for Countering Violent Extremism provides an effective tool for governments at the national and local level, practitioners and other community members to collaborate and address the multidimensional needs of individuals and communities engage in violent extremism.

The objective of this handbook is to provide decision-makers with useful guidance for creating and implementing an effective rehabilitation and reintegration programme based on the knowledge collated from experts from various parts of the world.

The promising practices and case studies presented in this handbook are therefore intended to supplement and widen the body of knowledge created by seasoned professionals and subject matter experts from numerous prestigious and eminent organisations, both nationally and internationally.

I urge all relevant parties to use this handbook, share its lessons through translation and dedicated events, and take ownership for its outcomes in order to strengthen national frameworks supportive of successful rehabilitation and reintegration programmes. This handbook will serve as a helpful resource.

Mr Andhika Chrisnayudhanto

Chair of SOMTC WG on CT



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List of Abbreviations

ASEAN	The Association of Southeast Asian Nations
AMMTC	ASEAN Ministerial Meeting on Transnational Crime
CARE	Center for Assistance to Reintegration and Employment
CBT	Cognitive Behavioural Therapy
CRC	Community Rehabilitation Centres
CSM	Correctional Service of Malaysia
CSO	Civil Society Organisation
CT	Counter Terrorism
CLIP	Comprehensive Local Integration Programme
CVE	Countering Violent Extremism
DDA	Deradicalisation and Disengagement Approach
DDR	Disengagement, Deradicalisation, and Reintegration
DRR	Deradicalisation, Rehabilitation and Reintegration
DRC	Detention and Rehabilitation Centre
ESIWA	Enhancing Security Cooperation in and With Asia
FTF	Foreign Terrorist Fighter
ISD	Internal Security Department
JI	Jemaah Islamiyah
MoU	Memorandum of Understanding
NAP	National Action Plan
NGOs	Non-Governmental Organisations
PVE	Preventing Violent Extremism
RRG	Religious Rehabilitation Group
R&R	Rehabilitation and Reintegration
RFTF	Returning Foreign Terrorist Fighter
SACA	Singapore After-Care Association
SOMTC	Senior Officials Meeting on Transnational Crime
SPS	Singapore Prison Service
SOP	Standard Operating Procedure
UN	United Nations
YRP	Yellow Ribbon Project



Key Concepts

The literature on disengagement, radicalisation, and deradicalisation lacks consensus in defining important terms. These definitions vary across countries and remain subject to academic debate. It is important to note that the definitions provided in this handbook are specific to its purpose and should not be generalised beyond its scope.

Disengagement

Disengagement refers to the process of moving a person away from the activities of an extremist network, without necessarily aiming to deradicalise or change their views or beliefs. This process can take two forms: physical and psychological disengagement. Physical disengagement involves physically removing the individual from the group, while psychological disengagement entails the individual making a conscious decision to cease engagement in the group's activities. Psychological disengagement can manifest through a shift in mindset, emotional distancing, or a personal choice to no longer participate in the group due to disillusionment, personal reasons, or a desire for an alternative path.

Deradicalisation

Deradicalisation is a combination of disengagement from extremism related activities and a cognitive process in which individuals reject the violent ideology they once embraced, which is often seen as a step further than disengagement and occurring when the individual's commitment to the group's ideological objective decreases. It is important to note that disengagement and deradicalisation should not be viewed as opposing approaches, but rather as potentially different phases of the same process.

Rehabilitation

Rehabilitation is a comprehensive process where practitioners deliver behavioural-cognitive interventions as well as preparatory activities to restore the client's personal resilience to violent extremism and prepare them for social reintegration and/or pro-social activities. This may happen after disengagement and/or deradicalisation but may also occur simultaneously to these processes. Rehabilitation usually would commence in prison settings and continue through reintegration in the community setting.

Reintegration

Reintegration is a long-term process that must be planned for, monitored, and facilitated throughout the rehabilitation process. However, in this phase, practitioners support the transition of the rehabilitated client back to the "desired societal conditions". At the same time, successful reintegration involves working with the specific community where that individual will eventually reside, to mitigate social stigma and work towards an acceptance of that individual in society.

Recidivism

Recidivism is commonly understood as a relapse into criminal behaviour after serving a prison sentence. However, the definition may vary in terms of the time period between crimes and the specific types of crimes committed. In the context of violent extremism, recidivism is defined here as the act of returning to illegal extremist activities after serving a prison sentence specifically for terrorism offences.



Executive Summary

This Handbook on *Promising Practices on Deradicalisation, Rehabilitation, and Reintegration of Prison Inmates related to Terrorism and Violent Extremism* presents a regional expert-devised resource to guide policymakers, practitioners, and social workers who operate in the field of rehabilitation and reintegration. The document is segmented into distinct sections detailing both pre-release and post-release scenarios, a necessary division that acknowledges the distinct nuances and complexities inherent in the rehabilitation and reintegration process.

The handbook begins by examining the sphere of countering violent extremism and counterterrorism within Southeast Asia. This understanding of the regional milieu shapes tailored methodologies and approaches necessary for effective rehabilitation and reintegration (R&R) programmes, thereby establishing a fundamental base for subsequent interventions.

Leveraging this foundational knowledge, the handbook emphasises the importance of diligent data aggregation, information dissemination, and resource mapping. These procedures, critical to the design of impactful programming, form a conduit between comprehending the larger context and addressing specific inmate needs, thereby facilitating a nuanced approach to rehabilitation.

This framework employs a multifaceted approach consisting of social, cognitive, psychological, and vocational interventions. These multifaceted interventions, when seamlessly integrated, can create a sturdy safety net that supports the inmate in the process of rehabilitation within the confines of a prison setting. This extensive approach promotes a tailored framework for rehabilitation, knitting together a broad contextual understanding with inmate-specific tactics, by addressing the unique vulnerabilities and requirements of each inmate.

The handbook concurrently underscores the pivotal role of familial and community engagement during rehabilitation. This involvement can nurture the process of reform, bolstering the positive impact of the comprehensive interventions.

To ensure continued progress, the handbook advocates for an ongoing evaluation of extremist attitudes and behaviours. This continuous evaluation forms an essential feedback mechanism allowing for recalibrations and enhancements in the rehabilitation process, thereby strengthening combined interventions, and facilitating a seamless reintegration.

Complementing this feedback loop, the handbook encourages a multidisciplinary strategy involving a diverse set of professionals. This strategy guarantees a holistic circle of support around the inmate, augmenting the likelihood of successful rehabilitation.

Pre-release interventions are highlighted as a vital link between prison-based rehabilitation and societal reintegration. These interventions prepare the inmate for life outside the prison, providing a tangible connection between the controlled rehabilitation environment and the independent realm of societal reintegration.

In further support of this transition, the handbook emphasises the role of probation and parole officers within the reintegration process. Their involvement offers continued support from prison to community, ideally ensuring a stable transition for the inmate.

The creation of personalised reintegration plans ensures continuity of care and support. These plans, unique to the inmate's needs and vulnerabilities, reinforce the principle of individual-focused strategies, thereby facilitating transitions. Community-based programmes and initiatives form a vital aspect of these processes. These initiatives can foster a sense of inclusion and provide ancillary support during reintegration, acting as a conduit between the individual and society, thereby promoting successful societal integration.

The necessity of collaboration among prison authorities, local authorities, and civil society organisations (CSOs) is highlighted in the handbook. These alliances form a robust support system capable of catering to the diverse needs of former inmates, extending the chain of care from within prison walls to the wider community.



The handbook advocates for the provision of employment, entrepreneurship, and housing opportunities for ex-inmates. These opportunities lend stability necessary for successful societal reintegration. As fundamental aspects of societal participation, they serve as resilient ties connecting ex-inmates to their communities, bolstering their transition, and mitigating potential stressors that could obstruct progress.

The handbook culminates in stressing the vital role of monitoring, evaluation, and post-release follow-up procedures in rehabilitation and reintegration programmes. These processes resemble safety checks on a bridge, ensuring the ongoing effectiveness and integrity of the programmes, and offering avenues for modifications and enhancements based on evolving needs and feedback.

In essence, this manual, the culmination of research, field visits, and collaborative workshops, stands as a testament to the collective expertise of government and civil society professionals from Indonesia, the Philippines, Thailand, Laos, Malaysia, and Cambodia with support from seasoned corrections personnel from European Union Member States. It is structured into the two sections to highlight the pathway, from initial contextual comprehension to post-release monitoring, linking each phase of an inmate's rehabilitation and reintegration journey. The interconnection between different components allows for an all-encompassing understanding of the complex process, rendering this handbook an easy-to-use reference for those committed to countering violent extremism and aiding inmates on a pathway to successful rehabilitation and reintegration.



Introduction

"Promising Practices on Deradicalisation, Rehabilitation, and Reintegration of Prison Inmates related to Terrorism and Violent Extremism."

This comprehensive resource has been written for the diverse and varied audience of policymakers, practitioners, social workers, and other professionals involved in rehabilitation and reintegration programmes in Southeast Asia.

The handbook provides an in-depth understanding of the complex processes involved in rehabilitating and reintegrating individuals who have been involved in violent extremism and terrorism. It underscores the importance of tailored, individually focused strategies that are sensitive to the unique vulnerabilities and needs of each individual.

By navigating through the various sections of the handbook, users can learn about methodologies for rehabilitation and reintegration (R&R) and explore the role of data aggregation, information dissemination, and resource mapping in the creation of effective R&R programmes. The handbook is structured in two primary sections, detailing both pre-release and post-release scenarios, which acknowledges the unique challenges and opportunities inherent in each phase of the rehabilitation and reintegration process.

To highlight the versatility and scope of the handbook, here are a few examples of how it can be used:

- **Prison Administrators:** Practitioners can use the handbook as a guide to enhance their existing deradicalisation and rehabilitation programmes, by leveraging the comprehensive needs and risk assessment techniques outlined in the handbook. This can help in the design of interventions that cater to the specific needs of individual inmates, fostering a more effective rehabilitation process.
- **Community Organisations:** Local community groups and civil society organisations can use this resource to better understand the integral role they play in the reintegration process, in close partnership with governments. They can leverage the guidelines to devise and implement community-based programmes that foster a sense of inclusion and provide vital support to ex-inmates.
- **Policy-Makers:** The handbook can inform the development of more robust policies that support the transition of inmates from prison to society. Policy makers can gain insights into the necessity of collaboration among prison and probation services, local authorities, and civil society organisations to provide comprehensive care for ex-inmates.
- **Parole Officers:** They can draw from the handbook to understand their role within the reintegration process more effectively, ensuring they can offer continued support to ex-inmates as they navigate the challenges of societal reintegration.

At its core, this handbook is a testament to the collaborative expertise of government and civil society professionals from across Southeast Asia, with support from seasoned corrections professionals from Germany and Latvia. Its rigorous methodology, which involved comprehensive literature reviews, field visits, expert workshop discussions, and in-depth analysis, ensures that it presents an all-encompassing, contextually relevant, and practical guide for those committed to countering violent extremism and aiding inmates on pathways to successful rehabilitation and reintegration.



Methodology and Guidance

Hedayah has undertaken an extensive process to gather, analyse, and present the best practices and guiding principles included in this document. This process was primarily derived from three core sources, each providing distinct, yet invaluable, inputs into the final compilation.

The first step in this comprehensive methodology was a rigorous review of the existing literature. This in-depth study involved scrutinising scholarly articles, books, and reports, with the aim to distil relevant information and pinpoint effective practices already established within the field. This literature review, in essence, created a solid foundation, offering a clear understanding of the prevailing thought and actionable tactics within this critical area.

Subsequent to the literature review, the Hedayah team embarked on a field visit to Jakarta, Indonesia. This component allowed the team to engage directly with individuals and groups involved in the rehabilitation and reintegration landscape in Southeast Asia. Twenty key informant interviews were convened with a range of stakeholders, including subject-matter experts, civil society organisations, and government officials. The objective of these discussions was not merely to amass practices but to acquire a nuanced understanding of the realities, challenges, and successful strategies being applied on the ground.

Following the literature review and field visit, the third stage involved the development and delivery of a comprehensive three-day expert workshop in March 2023 in Bali, Indonesia. This event was designed to assemble a cross-section of 40 experts, practitioners, and social workers, with diverse professional experiences from ASEAN member states, and with support from corrections representatives from European Union. The workshop was structured around five dedicated sessions, each addressing a pivotal aspect of the rehabilitation and reintegration process:

- **Session 1: Contexts and Settings** – a thorough examination of the environmental factors influencing rehabilitation and reintegration.
- **Session 2: Assessing the Client** – comprehensive exploration of techniques for understanding and evaluating the unique needs and risks of the individual.
- **Session 3: Deradicalisation & Rehabilitation processes** – an in-depth discussion on methods for combating extremist ideologies and promoting positive behavioural change.
- **Session 4: Community Engagement** – strategies for fostering supportive and inclusive communities that facilitate successful reintegration.
- **Session 5: Initiatives and Tools for Reintegration** – reviewing practical initiatives and resources that can aid the reintegration process.

Post workshop, the Hedayah team undertook the task of collating, distilling, and analysing data and insight obtained from the different sources. This meticulous process led to the creation of the Promising Practice Handbook on Deradicalisation, Rehabilitation, and Reintegration of Prison Inmates involved in Terrorism and Violent Extremism. Ensuring the applicability and effectiveness of these promising practices, they were cross verified against the literature and, if necessary, adjusted to align with existing recognised practices and guidelines. This validation process assured the consistency of practice with established approaches, providing a comprehensive and reliable resource for practitioners in the field.



Context of Preventing and Countering Violent Extremism and Counterterrorism in Southeast Asia

In line with the United Nations General Assembly Resolution 70/291 in 2016, related to the Secretary General's Plan of Action to Prevent Violent Extremism, ASEAN adopted the *Manila Declaration to Counter the Rise of Radicalisation and Violent Extremism* in September 2017 at the 11th ASEAN Ministerial Meeting on Transnational Crime (11th AMMTC). The objective of the *Manila Declaration* was to develop an integrated, evidence-based approach to addressing the threats of radicalisation and violent extremism. The Manila Declaration mandated the assignment of an *Ad-hoc Experts Working Group* under the *Senior Officials Meeting on Transnational Crime (SOMTC)* to formulate and develop the draft *ASEAN Plan of Action to Prevent and Counter the Rise of Radicalisation and Violent Extremism (ASEAN PoA on PCRVE) 2018-2025*. The Plan of Action was adopted in 2018 at the 12th AMMTC.

To enhance the implementation of the ASEAN Plan of Action on Preventing and Countering the Radicalisation and Violent Extremism (PCRVE), the 13th ASEAN Ministerial Meeting on Transnational Crime (AMMTC) in 2019 approved the Bali Work Plan for the period of 2019-2025. This significant document highlights ASEAN's strong dedication to promoting cooperation and collaboration across various sectors and pillars to effectively combat terrorism and violent extremism. The Bali Work Plan involves the active involvement of 19 sectoral bodies, emphasising the comprehensive and multi-dimensional approach required to address these pressing challenges within the ASEAN region.

The second Pillar in the Bali Work Plan 2019-2025 was focused on methods to *Counter Radicalisation and Promote Deradicalisation*. Among others, the Priority Area 2.2 of the Bali Work Plan sought to develop aspects of deradicalisation in rehabilitation and reintegration programmes as part of comprehensive measures to counter radicalisation, violent extremism and terrorism to ensure readiness to reintegrate into society, while preventing relapse and recidivism.

In this regard, to support the implementation of indicative activities under Priority Area 2.2 of the Bali Work Plan, as well as to implement the EU Activity Plan on CT-P/CVE for Indonesia and the Region", particularly on the thematic topic, *Prisons: Deradicalisation and disengagement programmes for terrorist prisoners and their families – during incarceration, rehabilitation and reintegration – with a supplementary accent on children and youth*, Indonesia with the support of the European Union Delegation to Indonesia and Brunei Darussalam and the EU-backed project, Enhancing Security Cooperation In and With Asia (ESIWA) successfully co-hosted the **ASEAN – EU Regional Workshop on the Development of Promising Practices Related to Deradicalisation, Rehabilitation, and Reintegration Programmes** in Bali, Indonesia from 1-3 March 2023. The outcome of this initiative, as stipulated in the Bali Work Plan, is the development of the present handbook.



Data Collection, Information Sharing, and Mapping

The rehabilitation and reintegration of convicted terrorists is a complex and sensitive process, requiring a thorough understanding of each individual's unique journey from arrest and conviction to incarceration and eventual release. Effective data collection, information sharing, and mapping of these journeys are crucial to ensure appropriate interventions and support systems are in place. However, various challenges exist in obtaining and sharing accurate, reliable, and timely data, which can significantly impact rehabilitation efforts.

Data Collection Challenges

One of the primary challenges in data collection is the sensitive nature of the information involved. Notably, personal information and critical data informing rehabilitation programmes need to comply with requirements set by privacy legislation in the country of reference. This may create limitations in accessing an individual's criminal history, extremist affiliations, and/or personal background and potentially hinder the development of comprehensive needs and risks assessments and tailored interventions.

Moreover, data collection is often decentralised and fragmented across various agencies, including law enforcement, security and intelligence agencies, and correctional institutions. A lack of coordination can result in inconsistencies, gaps, and data duplication, which can impede a lucid understanding of an individual's journey through the corrections system.

Additionally, the dynamic nature of radicalisation and extremist ideologies creates challenges for data collection. As individuals may change their beliefs, affiliations, and behaviours over time, it is crucial to update and monitor their progress continuously. This process requires significant resources and expertise, which may not always be readily available.

Information Sharing Challenges

Sharing information among relevant stakeholders is vital to ensuring a coordinated and effective response to rehabilitation and reintegration efforts. However, several obstacles can hinder the smooth exchange of information.

Firstly, the need to protect classified information and maintain operational security can lead to reluctance among agencies to share information. This can result in a siloed approach, where different agencies possess valuable information but do not collaborate effectively, leading to missed opportunities for intervention and support.

Secondly, the lack of standardised data and information management systems can create barriers to information sharing. Incompatibilities between systems can prevent stakeholders from accessing or integrating crucial data, hindering the development of comprehensive rehabilitation plans.

Thirdly, jurisdictional boundaries and differing legal frameworks can affect information-sharing efforts. When individuals are transferred across jurisdictions and/or borders, varying data protection laws and privacy regulations can impede the flow of information, potentially leading to gaps in understanding and missed entry-points for support.

Mapping Challenges

Mapping an individual's journey from arrest to conviction and incarceration to their eventual release is essential for tailoring interventions and support mechanisms effectively. However, several factors can make this process difficult.

Firstly, the non-linear and complex nature of radicalisation pathways can present challenges in identifying and understanding key turning points in an individual's journey. Factors such as social, psychological, and ideological influences can interact in unpredictable ways, making it difficult to determine the most effective points of intervention.



Secondly, the stigmatisation and social isolation often experienced by convicted terrorists and extremists can impede information collection on their personal experiences and motivations. Building trust and rapport with these individuals and their groups of reference (e.g., families, peers, and communities) is key to obtaining accurate and detailed information. Still, it can be a time-consuming, challenging, and uncertain process.

Impact on Rehabilitation

Challenges related to data collection, information sharing, and mapping can significantly impact rehabilitation efforts. Without accurate, reliable, and comprehensive data, it is difficult to assess risk levels, identify appropriate interventions, and evaluate the effectiveness of rehabilitation programmes. This can lead to poorly targeted resources, increased recidivism rates, and missed opportunities for early intervention.

Moreover, a lack of effective information sharing can undermine the coordination and collaboration needed to ensure a comprehensive and consistent approach to rehabilitation, potentially resulting in fragmented support systems, gaps in service provision, and security risks.

Promising Practice 1 – Centralised Database and Collaborative Framework: Develop a centralised database and collaborative framework to streamline information flow among relevant agencies, ensuring comprehensive and standardised data collection in compliance with data-protection and privacy legislation. Organisation in charge should implement strict access controls to this database. Stakeholders involved in the process still need to receive training programmes to enhance inter-agency collaboration and trust, these training programmes might be implemented by the in-charge organisation or the coordination body.

Promising Practice 2 – Enhancing Expertise and Capacity Building: Invest in capacity building and expertise enhancement for professionals engaged in the field of rehabilitation and subsequent reintegration. This can be achieved by organising specialised training programmes, workshops, and conferences that aim to disseminate knowledge, share best practices, and impart valuable lessons learned.

These capacity-building initiatives should focus on equipping professionals with the necessary skills, tools, and techniques to effectively address the complexities associated with rehabilitation and reintegration of individuals involved in terrorism and violent extremism.

Ultimately, this investment will contribute to the development of a highly skilled and knowledgeable workforce capable of effectively and compassionately assisting individuals on their journey towards rehabilitation and successful reintegration into society.

Promising Practice 3 – Interagency Coordination Protocols and Joint Task Forces: Establish inter-agency coordination protocols and joint task forces, roles and responsibilities, communication channels, and information-sharing guidelines. These protocols should outline clear roles and responsibilities for each agency involved, establish effective communication channels, and provide guidelines for information sharing. This will prevent duplication of efforts and create a streamlined approach towards achieving common objectives. In addition, effective communication channels should be established to enable timely and seamless information exchange between relevant agencies as we have mentioned earlier.



CASE STUDY

Singapore's Use of Historical Data to Improve Rehabilitation Plans



Singapore's use of historical data to improve rehabilitation plans for detained extremists. The country's Internal Security Department (ISD) operates a Detention and Rehabilitation Centre (DRC) that implements a comprehensive rehabilitation programme. The programme collects and analyses data on detainees' backgrounds, radicalisation history, and behaviour during detention to develop tailored rehabilitation plans.

The programme incorporates various components, including cognitive-behavioural therapy, vocational training, religious counselling, and more. The ISD conducts regular assessments to evaluate the effectiveness of the rehabilitation programmes and ensure detainees are ready for reintegration into society upon release.

DRC's rehabilitation programme has successfully maintained low rates of recidivism among extremist prisoners. Additionally, the programme has effectively prevented the spread of extremist ideology within the prison system by segregating extremists from general prisoners and fostering a sense of shared responsibility for security among the detainees.

The success of the DRC's rehabilitation programme can be attributed to its data-driven approach, which enables the ISD to tailor rehabilitation programmes and activities to meet the specific needs of each detainee.



Needs and Risk Assessment Processes

Effective needs and risk assessments are crucial to the development of effective rehabilitation and subsequent reintegration efforts. Convicted terrorists and extremists often have diverse and unique needs. Some may require specific mental health support or vocational training, while others may need assistance-breaking ties with extremist networks. Identifying and addressing these individual needs is vital for successful rehabilitation, as it helps to ensure that interventions are tailored to each person's specific requirements. The challenge lies in accurately assessing individual needs and implementing targeted interventions that effectively address them.

One of the primary challenges in any rehabilitating process for convicted terrorists and violent extremists is accurately assessing the risk of recidivism or re-engaging in extremist activities upon release. Different individuals may have different risk levels, which ideological commitment, social networks, and personal circumstances can influence. An accurate risk assessment can help to inform rehabilitation efforts. However, assessing risk is difficult, requiring a deep understanding of the individual's motivations, beliefs, and behaviour patterns. Risk assessment tools are also complex instruments requiring extensive training among those implementing the instrument, and proper validation. In contrast, needs assessment tools are less complex and often represent the foundational instruments to understand needs, capacities, and strengths.

Needs assessments should focus on identifying and addressing the individual needs have convicted terrorists and extremists, including mental health support, vocational training, or assistance in breaking ties with extremist networks. By understanding and addressing these unique needs, rehabilitation programmes can be tailored to provide targeted interventions that promote personal growth and development. A detailed needs assessment process allows for a more in-depth exploration of the specific challenges each individual faces, ensuring that interventions are both relevant and effective. In addition, comprehensive needs assessments also aim to capture the individual's strengths, which include the individuals' positive traits, capacity, resources, and skills.

On the other hand, risk assessments are crucial for evaluating the likelihood of recidivism or re-engagement in extremist activities upon release. This process involves analysing factors such as ideological commitment, social networks, and personal circumstances to determine the potential security risks the individual poses.

To ensure a comprehensive and tailored approach to rehabilitation and reintegration, it is critical to distinguish between risk assessments and needs assessments, treating them as separate processes. By maintaining this separation, a more focused evaluation of these factors can be achieved, leading to the implementation of appropriate measures that align with the individual's unique needs and strengths.

This approach also ensures that appropriate measures are taken to address both the security concerns and the individual needs of those involved, leading to more effective and successful outcomes in preventing recidivism and maintaining community safety.

Needs and risks assessment tools can effectively inform subsequent rehabilitation efforts. It is worth mentioning that a significant challenge in rehabilitating convicted terrorists and extremists is addressing the ideological beliefs that often underpin their actions. These beliefs may be deeply ingrained and resistant to change, making it difficult to counteract them through rehabilitative approaches. Moreover, addressing and challenging these beliefs (deradicalisation) can be delicate, as it may inadvertently reinforce the individual's commitment to their cause. The challenge lies in finding effective ways to engage with these beliefs, foster critical thinking, and promote the adoption of alternative perspectives that are conducive to reintegration. Typically, deradicalisation efforts may also require the involvement of credible interlocutors who possess a certain level of legitimacy and authority within the individuals' sphere of references (such as respected religious scholars). As ideological changes are often difficult to achieve and measure, some countries prefer to first focus on behavioural changes (disengagement), which are more easily measurable and can often be first step towards deradicalisation.

Rehabilitation efforts must also consider maintaining security within correctional facilities and the wider community. This can be a difficult balance. Some rehabilitation activities, such as group counselling or educational programmes, may inadvertently provide opportunities for convicted terrorists and extremists to recruit, radicalise, or collaborate with other inmates. The challenge lies in creating a secure environment while providing rehabilitation and personal growth opportunities.



Needs and risks assessment tools also require pre-existing rapport between the incarcerated terrorists and the rehabilitation provider. Establishing trust and rapport is essential for the success of any intervention, and trust is not automatically earned. Trust building can be challenging due to differing worldviews and suspicion between convicted terrorists and extremists and the authorities. Practitioners perceived as agents of the state, making it difficult to foster a genuine therapeutic alliance. Overcoming this barrier requires patience, empathy, and cultural sensitivity from the rehabilitation providers.

As mentioned, the needs and risk assessment processes should be conducted separately. While being separate, they are also complementary as they enable practitioners to effectively address the complex challenges associated with rehabilitating convicted terrorists and extremists. Separating these processes allows for a more focused and nuanced approach to each aspect of the rehabilitation process, ensuring the distinct requirements of both objectives are adequately addressed. The needs assessment process allows practitioners to understand the reasons and motives behind the individuals' decision-making process while joining a terrorist group. These motivations and processes are fundamental to constructing an ad hoc life plan to rehabilitate the individual and bring them back into society. At the same time, during the needs assessment the practitioner must assess the risk that the individual may pose to society. This assessment can be complementary with evaluating needs as it considers the individual in the whole entirety: their needs, visions, behaviour, ideological values, family, individual resilience, and use all those factors to predict the risk that they can pose to the society.

By conducting needs and risk assessments as separate but complementary processes, it becomes possible to create a comprehensive rehabilitation plan that addresses the unique challenges faced by each individual, while also considering the broader security concerns associated with their rehabilitation. This holistic approach ultimately contributes to the successful rehabilitation and subsequent reintegration of convicted terrorists and extremists, promoting their long-term disengagement from extremist activities and fostering their reintegration into society.

Promising Practice 1 – Conducting Comprehensive and Individualised Needs Assessments: Given the diverse and unique needs of convicted terrorists and extremists, it is necessary to conduct thorough and individualised needs assessments to identify specific areas where targeted interventions are required. These assessments should consider mental health, individual skills and capacities, social skills, personal goals and objectives, social networks, and the individual's ideological beliefs, values and personal circumstances. By conducting a comprehensive and individualised needs assessment, rehabilitation providers can ensure that interventions are tailored to individual requirements, increasing the likelihood of successful rehabilitation and reintegration. This may include interventions such as vocational or educational training and psychosocial support.

Promising Practice 2 – Using a Multi-Dimensional Risk Assessment Approach: A multi-dimensional risk assessment approach is a method used to evaluate and analyse risks from various perspectives or dimensions. It is necessary to accurately evaluate the potential security risks of convicted terrorists and extremists. Such an approach should consider various factors, including the individual's ideological commitment, social networks, and behavioural patterns. Additionally, it should involve multiple stakeholders, including security agencies, psychologists, and other relevant professionals. Using a multi-dimensional risk assessment approach, rehabilitation providers can evaluate the potential security risks posed by each individual, which can help inform the design and implementation of appropriate interventions.

Promising Practice 3 – Developing a Coordinated and Holistic Approach to Rehabilitation: Individualised approaches devised by multiple stakeholders, including government agencies, community organisations, and the individuals themselves should include interventions that address the individual's needs and the broader security concerns associated with their reintegration. Additionally, the interventions should provide ongoing support and assistance to individuals following their release from incarceration, including access to housing, employment, and social support networks. By developing a coordinated and holistic approach to rehabilitation, governments can increase the likelihood of successful R&R processes.



CASE STUDY

Observed behaviours in Nuskambangan Prisons, Central Java, Indonesia

In 2018, Indonesia's Directorate General of Corrections instituted a new system for recording observed behaviours and attitudes among prisoners convicted of terrorism offences in high security facilities on the prison island of Nusakambangan, off the south coast of Java. Specialised prisoner-relation officers known as Wali started using a checklist to note down the actions, conduct, and demeanour of each inmate in question on a daily basis.

The list of observations now includes 50-60 items, ranging from religious practice and interactions with staff to involvement in prison activities and symbolic expressions to artistic pursuit. Some of the items are similarly positive, while others inquire about uncooperative and antagonistic behaviours, such as shouting at people and vandalising cells. One metric added in recent years looks at whether a prisoner is willing to pray with other general inmates, which is not common for extremists but represents a useful gauge of openness to engaging with the presumably perceived 'out-group'.

Data collected from observations is added to a prisoner's file and helps to inform decisions regarding rehabilitation programming and inmate management. The system was initially developed by the Jakarta-based Centre for Detention Studies (CDS), and according to Pak Iwa Maulana of CDS, the initiative has been deemed so promising that it is now being adapted and scaled to include all prisoners in the nation's corrections facilities. Moreover, the checklist has become one of the considerations in granting prisoner's conditional rights (remission, assimilation, and parole). The one drawback, however, is that the checklists are time consuming, and maintaining consistent input can be taxing on busy prison officers. Still, this type of frequent behavioural assessment can be a highly effective way of evaluating an inmate's progress or regression throughout their detention.



Social, Cognitive and Psychological, Vocational Interventions in Prison – Rehabilitation

The ultimate goal of prison-based rehabilitation programmes is to promote positive attitudes, beliefs, and behaviours, thus enabling convicted terrorists and extremists to reintegrate into society to lead a fulfilling and pro-social life. As part of individualised rehabilitation programmes, social and psychological interventions play a critical role; however, several challenges must be tackled.

One major challenge in rehabilitating convicted terrorists and extremists is addressing what is often a deeply entrenched ideological commitment to the cause. Many individuals convicted of terrorism-related offences may have spent years being indoctrinated into a particular belief system, while others may have only limited understanding of the ideology. Undoing an internalised indoctrination requires a targeted and tailored approach to addressing the individual's needs. This can be time-consuming and resource-intensive (as we mentioned early in this document), as interventions must be carefully designed and implemented to avoid reinforcing or legitimising extremist beliefs.

Furthermore, convicted terrorists and extremists often face significant stigma and social isolation before and upon release, making their future reintegration more difficult. This isolation can lead to feelings of alienation and hopelessness, exacerbating the risk of reconnecting to their former networks (recidivism).

Many individuals involved in extremist activities also suffer from mental health issues, such as depression, anxiety, or post-traumatic stress disorder. These issues can hinder the effectiveness of social and psychological interventions, as they may exacerbate feelings of alienation or make it more difficult for individuals to engage in rehabilitation. Mental health professionals should be involved in designing and implementing interventions to ensure that they are appropriately tailored to the needs of this population.

Providing convicted terrorists and extremists with the skills and opportunities to find meaningful employment can play a key role in their subsequent reintegration. However, upon release, former prisoners often face difficulties in accessing vocational training and job opportunities due to their criminal records and the stigma associated with their past actions. Overcoming these obstacles requires concerted coordination efforts from rehabilitation programmes with support from employers and civil society organisations (CSOs) that could provide vocational training and mentorship while individuals are still incarcerated.

Convicted terrorists and extremists may also be reluctant to engage with authorities and rehabilitation practitioners due to mistrust and fear of persecution. This lack of trust can make it difficult for social and psychological interventions to gain traction and build rapport with the individuals requiring help. It is crucial to develop trust-building strategies and ensure that interventions are delivered by culturally sensitive and empathetic professionals.

Evaluating the effectiveness of social, cognitive, psychological, and vocational interventions is a significant challenge. Long-term outcomes, such as reduced recidivism and successful reintegration, and the development of pro-social behaviours, may take years to realise. In the meantime, there is a need for robust measurement of short-term outcomes to ensure that interventions are on the right track. Additionally, due to the sensitive nature of this work and the potential risks associated with sharing information, there may be limited opportunities for collaboration and knowledge exchange among practitioners and researchers.

Social, cognitive, psychological, and vocational interventions are essential in the rehabilitation and future reintegration of convicted terrorists and extremists. However, several challenges must be addressed to ensure their effectiveness. For instance, effective social and psychological interventions require significant resources, including skilled professionals, time, and financial support. Securing the necessary funding and support to implement and maintain these interventions can be challenging.

By acknowledging and addressing these challenges, policymakers, practitioners, and researchers can collaborate to develop more effective and sustainable strategies. This includes fostering collaboration among stakeholders, providing adequate resources, and developing evidence-based interventions tailored to the unique needs of each individual.



Ultimately, the challenges faced by social, vocational, and psychological interventions aimed at convicted terrorists and extremists can be overcome through innovative approaches, interdisciplinary collaboration, and a commitment to continuous improvement. By addressing these challenges head-on, practitioners can make significant strides in preventing future acts of terrorism and ensuring the safety and well-being of our societies.

Promising Practice 1- Develop Comprehensive, Tailored, and Multi-Disciplinary Interventions: This style of approach would address the diverse challenges involved in the rehabilitation of convicted terrorists and extremists. These interventions should be multi-disciplinary, incorporating expertise from various fields such as psychology, social work, education, and vocational training. Interventions should be individualised, considering the specific needs, risks, and strengths of each person, as well as considering their ideological background and level of radicalisation. Additionally, these interventions should include components that address mental health, personal values and beliefs, relationships with family and community, and with authorities.

Promising Practice 2 – Encourage Critical Thinking and Promote Alternative Perspectives through Cognitive Behavioural: Cognitive behavioural therapy (CBT) is a psychological treatment technique to help manage problems by adapting thought processes or behavioural patterns. These evidence-based practices can help individuals examine their beliefs and consider alternative viewpoints in a non-judgmental and supportive environment, while addressing any past traumatic experiences and grievances.

Promising Practice 3 – Provide Individualised Mental Health Services Tailored to Individual Needs: To ensure comprehensive support for individuals in the rehabilitation process, it is essential to provide individualised mental health services that are tailored to their specific needs. This can involve implementing practices such as trauma-informed care and mindfulness-based interventions, which have demonstrated effectiveness in helping individuals cope with experiences and address mental health challenges that may hinder their rehabilitation.

Incorporating trauma-informed care and mindfulness-based interventions into rehabilitation programmes, individuals can receive the support they need to cope with past experiences and overcome mental health challenges. These practices foster a holistic approach to rehabilitation, addressing the underlying factors that may contribute to involvement in extremism.

Promising Practice 4 – Enhance Capacity-Building and Collaboration Amongst Stakeholders: Building the capacity of practitioners and organisations involved in prison-based rehabilitation efforts is essential for addressing the various challenges affecting convicted terrorists and extremists. This can be achieved through specialised training, knowledge exchanges, and stakeholder collaboration. Government agencies, NGOs, academic institutions, and CSOs should collaborate to share best practices, develop evidence-based approaches, and provide ongoing support and resources to frontline workers.

Promising Practice 5 – Invest in Trust Building and Encourage Self-Agency and Intrinsic Motivation: Prison-based practitioners should invest in developing rapport and trust with convicted terrorists and extremists. In addition, rehabilitation programmes are most likely successful if the individual's intrinsic motivation to participate is enabled. This would help self-agency, ownership, and responsibility. In the most difficult cases practical incentives (such as access to the library of the prison or access to specific jobs inside the prisons) may be required to facilitate initial participation. Other ways, it is not easy to get the motivation from highly committed individuals.

Promising Practice 6 – Implement Monitoring and Evaluation Approaches: To ensure the effectiveness of social and psychological interventions, it is crucial to implement robust monitoring and evaluation frameworks. These frameworks should track short-term and long-term outcomes and include quantitative and qualitative indicators. Regular monitoring and evaluation will help identify improvement areas, assess the impact of interventions, and inform the development of future programmes. In addition, fostering research partnerships between practitioners, academics, and policymakers can help to generate new insights, promote innovation, and ensure that interventions are grounded in the latest evidence and best practices.

Promising Practice 7 – Involve Relevant and Credible Messengers and Practitioners: To ensure the success of rehabilitation, it is critical to identify the most relevant practitioners and experts to conduct interventions. Sometimes traditional leaders, religious scholars, imam, ulama, and community leaders have been brought in to converse with convicted terrorists and extremists. If appropriately identified and vetted, such input can maximise chances for successful disengagement, as convicted terrorists are more likely to engage with interlocutors who hold credibility and legitimacy in the eyes of the inmate.



Family and Community Engagement during Prison-Based Rehabilitation

A key element in the success of the rehabilitation processes is the engagement of families and local communities in detention settings. Prison visitation can play a crucial role by providing emotional and practical support, but it can also be fraught with challenges.

One of the most significant challenges in engaging families and local communities is addressing stigma and discrimination. Convicted terrorists and extremists are often labelled dangerous and undesirable, leading to isolation from their families and communities. This can hinder the development of support networks, crucial for prison-based rehabilitation and future reintegration. Strained relationships may result from the individual's actions, leading to reluctance from family members to participate in the rehabilitation process.

In some contexts, family members may also wittingly or inadvertently reinforce extremist beliefs or behaviours, particularly if they share similar ideological commitments. Interventions must work to engage and educate family and friends to ensure that they are providing constructive support and not perpetuating extremist ideologies. In some cases, family members may have been involved in or supportive of the individual's extremist activities, making it challenging to create a conducive environment for rehabilitation.

There is often a lack of understanding and awareness among families and communities about the complex factors that contribute to radicalisation and extremism. This can lead to misguided assumptions about the reasons behind an individual's involvement in terrorist activities, perpetuating negative stereotypes and stigmatisation. Educating families and communities about the root causes of radicalisation and the importance of rehabilitation can help to overcome these barriers.

Cultural and religious sensitivity is important in engaging families and communities in prison-based rehabilitation. Failure to recognise and respect cultural and religious differences can lead to misunderstandings, mistrust, and resentment. This can undermine the effectiveness of rehabilitation efforts and impede the reintegration of convicted terrorists and extremists.

In sum, engaging families, and local communities in the prison-based rehabilitation of convicted terrorists and extremists is critical to achieving successful outcomes. However, numerous challenges exist, including stigma, discrimination, fear, mistrust, lack of understanding, dysfunctional family dynamics, community resistance, cultural and religious sensitivity, and resource constraints. Families may be reluctant to engage in these processes due to general distrust towards public authorities, fear of legal repercussions and/or further stigma by community members. Addressing these challenges is vital to creating supportive environments that facilitate the prison-based rehabilitation process and promote lasting reintegration.

Promising Practice 1 – Social and Familial Reconciliation: Generate family support and create safe spaces for family members to visit convicted terrorists and extremists during incarceration. CSOs can be involved and encourage family members to pay such visits. These visits and connections with convicted terrorists can support their overall rehabilitation process. Encourage families to participate actively in the prison-based rehabilitation process, including counselling sessions, workshops, and training programmes to enhance their understanding and capacity to assist in R&R.

Promising Practice 2 – Inclusive and Culturally Sensitive Programmes: Develop inclusive and culturally sensitive prison-based rehabilitation programmes that respect individuals' and their families' religious and cultural backgrounds. Involving community leaders, religious figures, and cultural experts during prison-based rehabilitation sessions are vital to have culturally sensitive intervention. This would ensure that the programmes are well received and contribute to bridging divides between convicted individuals and their communities.



Promising Practice 3 – Family Counselling and Support Services: Provide comprehensive family counselling and support services would rebuilding relationships, addressing family dynamics, and fostering a supportive environment for the individual's rehabilitation during their time in prison. This aims to rebuild and strengthen the bond between inmates and their family members by offering a secure and nurturing space for open communication, understanding, and healing. Address strained or broken relationships, family counselling enables family members to gain a deeper understanding of the inmate's experiences, motivations, and challenges. This heightened awareness promotes empathy and facilitates a more constructive approach to tackling the root causes of the inmate's radicalisation.

CASE STUDY

The Philippines Community Engagement Approaches

The Philippines has a visitation policy that allows prisoners to see their families on a scheduled basis. When physical visitation is not possible, the country has an online programme for families to connect. Conjugal visitation is also allowed.

Additionally, the country has a child-friendly jail facility where minors in conflict with the law are provided with programmes and policies to improve their welfare. Meetings with family members can be facilitated through a specific room if needed.

The Philippines believes there is no set timeframe for rehabilitation and reintegration programmes, but a minimum of six months needed. The communities determine the timeline and the detainees' resiliency, with assessments made if needed. The country has also established standard operating procedures for parole and probation administration to have tailor made interventions.

Overall, the Philippines approach to rehabilitation and reintegration emphasises a collaborative and supportive environment involving various stakeholders, including detainees, their families, and government agencies. By prioritising the welfare of detainees and providing the necessary support, the country aims to prevent crime and promote a safer society.



Measuring Reduction in Extremist Attitudes and Behaviours

Throughout the implementation of prison-based rehabilitation interventions based on needs and risk assessments – one of the critical challenges for practitioners is measuring the reduction in extremist attitudes and behaviours to gauge the success of prison-based rehabilitation activities. However, this task is fraught with challenges that can significantly impact the outcomes of rehabilitation programmes.

Assessing attitude changes can be complex as these can be linked to the individual's subjective beliefs and opinions. It is difficult to establish objective criteria for measuring the extent to which someone's extremist views have shifted. The covert nature of extremist ideologies also makes it challenging to determine if an individual has genuinely changed their convictions or is simply concealing their true views to avoid punishment or qualify for remissions and parole.

In addition to attitudinal changes, rehabilitation programmes should also track changes in behaviour (disengagement). However, measuring behavioural changes can be equally challenging, as it often involves a combination of observable actions and subtler internal shifts. Furthermore, the absence of extremist behaviour or expression during the rehabilitation process does not necessarily guarantee its absence in the future. This contributes to the difficulty in determining the long-term effectiveness of rehabilitation efforts.

Accurate assessments of extremist attitudes and behaviours often require access to sensitive information about the individual's past involvement in extremist activities. They may also involve the engagement of the individual's family members, if legally and practically possible. This information may be difficult to obtain due to privacy concerns, legal constraints, or the individual's and/or the family's reluctance to divulge such details. A lack of comprehensive information can hinder the ability to measure changes in extremist attitudes and behaviours accurately (for more details, see the section on Needs and Risk Assessment).

Challenges associated with measuring changes in extremist attitudes and behaviours, assessing the effectiveness of rehabilitation programmes can be daunting. The lack of standardised evaluation methods and criteria can lead to discrepancies in programme evaluations, making it challenging to identify best practices and compare the effectiveness of different interventions. To measure progress, it is important to ensure that specific goals and objectives are set ahead of any rehabilitation programme. These goals and objectives should be linked to prior needs and risk assessment processes.

It is essential to identify and allocate resources and protocols for monitoring the progress of the individual throughout a rehabilitation programme. Often governments cannot conduct holistic evaluations; therefore, it is crucial to earmark financial and human resources to monitor and evaluate the programmes, clarifying roles and responsibilities among all relevant stakeholders.

Measuring the reduction in extremist attitudes and behaviours is an essential component of prison-based rehabilitation programmes for convicted terrorists and extremists. Determining progression in pro-social behaviours is advisable since evaluating the reduction of an attitude is not always empirically feasible. Addressing these challenges requires a comprehensive approach that considers the diverse and complex nature of extremism and the need for tailored interventions and robust evaluation methodologies.

By acknowledging and addressing these challenges, policymakers and practitioners can better design and implement effective rehabilitation programmes that help individuals disengage from extremism and reintegrate successfully into society.

Promising Practice 1 – Utilise Psychological Assessments and Expert Interviews to Uncover Genuine Attitudinal Change: Engage trained psychologists and subject matter experts to conduct in-depth interviews and psychological assessments, which can provide valuable insights into an individual's true beliefs, values, and the potential extent of their radicalisation.



Promising Practice 2 – Implement a Multi-Dimensional Approach to Measure Behavioural Change: This approach should combine direct observation, self-reporting, and input from family members or close associates. Regular monitoring and follow-ups are necessary to track progress and detect signs of regression or disengagement from the rehabilitation process.

Promising Practice 3 – Establish Standardised Evaluation Methods and Criteria for Rehabilitation Programmes: Establish clear goals for the programmes and develop a standard set of indicators and collection tools that can be used to assess the programme's consistent effectiveness. Regularly share best practices and lessons learned among practitioners and policymakers to improve the design and implementation of rehabilitation programmes continuously.

Promising Practice 4 – Establish Clear Roles, Responsibilities, and Resources for the Monitoring and Evaluation of Rehabilitation Programmes: It is critical to allocate dedicated human and financial resources for effective implementation and monitoring of rehabilitation programmes. In addition to financial and human resources, different stakeholders involved in the rehabilitation process should have clearly delineated roles and responsibilities. This includes defining the responsibilities of programme administrators, counsellors, psychologists, social workers, and other professionals involved in the programme. Furthermore, establishing a monitoring and evaluation framework is crucial to assess the effectiveness and impact of the rehabilitation programmes. This includes regularly collecting and analysing data on various indicators, such as participant progress, programme outcomes, and recidivism rates.



Multi-Disciplinary Approach in Prison-Based Rehabilitation: Involving Experts from Local Authorities, Police, Prisons, Psychologists, Social Workers, and Healthcare Professionals

Effective collaboration between national authorities, as well as police and prison authorities, psychologists, social workers, and healthcare professionals is key for the success of prison-based rehabilitation efforts. However, there are several challenges in achieving this collaboration, which can affect the overall efficacy of such programmes.

- **Differing objectives and priorities:** Practitioners and prison-based stakeholders may have divergent goals and priorities. While the overarching aim is the successful rehabilitation and future reintegration of convicted terrorists, each stakeholder may have different ideas about the best methods to achieve this, which can potentially lead to disagreements and difficulties in coordinating efforts.
- **Lack of clarity on roles and responsibilities:** Similarly, coordination and collaboration also require a defined governance strategy that clarifies the roles and responsibilities of each stakeholder involved.

Promising practice 1 – Establish a Multi-Agency Coordination Framework: To facilitate effective collaboration and communication between all the practitioners and stakeholders involved in prison-based rehabilitation, establishing a multi-agency coordination framework is recommended. This should include regular meetings, clear lines of communication, defined roles and responsibilities, and protocols for information sharing. A central coordinating body can help align objectives and priorities, streamline decision-making, and ensure that all stakeholders are working towards common goals.

Promising practice 2 – Develop Trust-Building Initiatives and Joint Training Programmes: To address the issue of mistrust and enhance cooperation between stakeholders, it is essential to implement trust-building initiatives and joint training programmes. These can include workshops, seminars, and exercises that focus on building relationships, understanding each other's roles and responsibilities, and developing a shared understanding of the risks and challenges associated with rehabilitation and reintegration. Conducting regular engagements, meetings, and joint training exercises can contribute to a more cohesive and effective collaboration.

Promising practice 3 – Leverage Specialised Expertise and Share Best Practices: To address the variability in expertise and experience among stakeholders, establishing a platform for sharing good practices, lessons learned, and relevant research is recommended. This could involve creating an online resource hub or organising regular workshops and conferences. Such platforms can enable stakeholders to learn from each other, access specialised expertise, and develop more consistent and evidence-based approaches to rehabilitation and reintegration.



CASE STUDY

Multi-stakeholder coordination at Bremen Correctional Facility, Bremen, Germany

The Bremen prison system in Germany has developed an effective system of stakeholder cooperation regarding the management of high-risk inmates. When an inmate (client) is observed to be changing behaviour and displaying signs indicating potential radicalisation, the contact officer involved writes a detailed report to his chief officer. This document is then circulated among other contact officers and everyone else who may be interacting with the client in question, including social workers, psychologists, instructors, and medical services. The report is also sent to collaborate NGOs working on prevention and exit programmes from outside the prison.

Once the client has been issued a verbal warning, all stakeholders involved begin observing and assessing the client's behaviour, while documenting any progression or regression, which helps to inform a dynamic risk assessment of the client. The stakeholders then hold a dedicated meeting, involving the prison director, to discuss the client's situation and potential courses of action. The important aspect is that all relevant actors are involved and informed through each step of the process, which is vital for producing a reliable assessment of the client and developing interventions tailored for the individual.

Lars Dietze, Senior Corrections Officer, Bremen Prison





Pre-Release Interventions in Prison-Based Rehabilitation

The rehabilitation of convicted terrorists and extremists poses unique challenges to the criminal justice system and wider society more generally. Such former prisoners individuals can have deeply ingrained extremist beliefs and connections with organised networks, complicating their re-entry into society. Despite the clear challenges, there are opportunities for pre-release interventions to facilitate their rehabilitation and reduce the risk of recidivism.

One of the primary challenges in pre-release interventions is addressing and changing the potentially still dangerous ideological beliefs that often drive terrorists and extremists, even after they participate in rehabilitation programmes within prisons. These beliefs may be reinforced by group dynamics and a sense of belonging to a more significant cause, which can be difficult to address during pre-release interventions.

Other significant challenges are the coordination between prison-settings practitioners and the community-based practitioners (e.g., probation and parole officers, social workers, CSOs) who will monitor individuals once released in the community. As mentioned in previous sections, information sharing is a challenge in this context, as stakeholders may not share all the relevant information on the individual's case. However, in this delicate phase (from detention settings to community), appropriate protocols and mechanisms must be in place as community-based practitioners would require as much information as possible about the individual's history, behaviour, personality, and social groups. However, the individual's right to privacy should not be infringed and appropriate data-protection protocols should be in place.

Additionally, convicted terrorists and extremists may have developed a special rapport or a degree of trust with a specific practitioner during detention. Following release, they will have to rebuild a relationship with a new community-based practitioner which may be challenging and require significant time.

Convicted terrorists and extremists should also be psychologically and emotionally prepared for their release. Walking free from prison may be disorienting for some individuals and potential social rejection could trigger a withdrawal and provide fertile ground for recidivism. Individuals need to be prepared and briefed about the reality outside prison or detention settings and the challenges they may face in the community.

In the pre-release phase, it is also important to ensure appropriate communication with communities and families. Relevant community actors must be prepared and equipped to support released convicted terrorists and extremists. In addition, a multi-disciplinary approach involving psychologists, religious leaders, and social workers can address the complex needs of convicted terrorists and extremists before their release.

Finally, while vocational opportunities are usually provided during community-based reintegration, pre-release interventions can prepare convicted terrorists and extremists to access appropriate vocational training, enhance their education and develop skills that could render employment in the job market.

It is essential for policymakers, criminal justice professionals, practitioners, and stakeholders to collaborate and work toward creating and implementing effective pre-release interventions. This will not only help convicted terrorists and extremists in their rehabilitation but will also enhance overall public safety and social cohesion.

Promising Practice 1 – Introduce New Caregivers and Community-Based Practitioners: Convicted terrorists and extremists must be properly introduced to new caregivers in the pre-release phase. These will be the people who will take charge of the individuals' cases, after their release. To effectively do so, introduction sessions must be appropriately organised to maximise the likelihood of trust and rapport building.

Promising Practice 2 – Strengthen Vocational Training and Educational Interventions: Building vocational skills is crucial in the pre-release phase. While convicted terrorists and extremists should participate in this type of programme throughout their detention, in the pre-release phase, additional efforts need to be devoted to this area.



Promising Practice 3 – Prepare Convicted Terrorists and Extremists Ahead of Release: Individuals need to be prepared and informed about the potential challenges they might face in society when released. Dedicated sessions with psychologists, community leaders, and family members may be required.

CASE STUDY

Thailand's Prison's Life Skills Programme Prepares for Prisoner Release

Thailand's Department of Corrections recognises the importance of improving prisoners' behaviour and supporting their successful reintegration into society. To achieve this, the department has implemented several programmes designed to prepare prisoners for their eventual release.

Preparatory courses such as job skills and financial management for pre-release of prisoners are designed to provide inmates with essential skills and knowledge to facilitate their successful reintegration into society. These courses typically cover a range of topics aimed at equipping prisoners with practical skills and a foundation for a stable and productive life beyond their time in prison. They may include education and training on job skills, financial management.

Another initiative in Thailand is the Centre for Assistance to Reintegration and Employment (CARE), established by the Department of Corrections. This centre serves as a coordinating hub that supports ex-offenders in finding employment, housing, and other necessities to aid in their successful reintegration into society. By providing such support, the department aims to reduce recidivism and promote a more productive and law-abiding society.





Transitioning from Rehabilitation to Reintegration: Planning and Coordination Post-Release Programming

The ultimate goal of pre-release interventions and post-release programming is to help these individuals dissociate from their extremist beliefs and reintegrate into society in a pro-social manner. To achieve this, it is crucial to have a well-planned and coordinated handover and post-release programme in place.

A significant challenge in planning and coordination is accurately re-assessing the needs and risks of each individual before their release. Convicted terrorists have diverse backgrounds, motivations, and levels of involvement in violent activities. Consequently, their rehabilitation needs and the potential risks posed to society can vary significantly. It is essential to develop a tailored and comprehensive approach to address each individual's specific circumstances. However, this requires access to accurate information and expertise, which can be difficult to obtain and maintain.

As mentioned earlier, limited resources can greatly impact the effectiveness of R&R efforts. A lack of funding and human resources can result in inadequate support and programming. Additionally, insufficient resources can lead to a lack of specialised training for staff working with convicted terrorists and extremists. This can negatively affect their ability to effectively engage and support these individuals in their R&R.

Therefore, transitioning from prison-based rehabilitation programmes to social reintegration requires the collaboration of various stakeholders, including law enforcement, intelligence agencies, social services, and community organisations. Effective communication and coordination among these entities is critical for a seamless handover and post-release process. However, differing priorities, bureaucratic barriers, and information-sharing restrictions can hinder this coordination, potentially leading to gaps in service delivery and reduced effectiveness of the rehabilitation efforts.

Upon release, convicted terrorists and extremists often face social stigma and community resistance. This can significantly affect their ability to find employment, housing, and social support, which is essential for successful reintegration. The planning and coordination of post-release programming must address these challenges by engaging local communities as much as possible and addressing their concerns while also providing necessary support to the released individuals. Balancing these conflicting interests can be a challenge.

Keeping released individuals engaged and motivated throughout rehabilitation is crucial. However, it can be challenging to sustain this engagement, particularly when the individual faces personal, social, and economic obstacles upon release. Ensuring that post-release programming remains flexible, responsive, and tailored to individual needs can help mitigate this challenge.

Monitoring the progress of released individuals is also essential to assess the effectiveness of reintegration efforts and to identify and manage potential risks. However, monitoring can be resource-intensive and may raise concerns about privacy and civil liberties. Striking a balance between maintaining public safety and respecting individual rights is critical in planning and coordinating handover and post-release programming.

The legal and policy frameworks governing the release and rehabilitation of convicted terrorists and extremists can impact the effectiveness of handover and post-release programming. Inconsistent or overly restrictive policies can hinder the provision of necessary support and services, while insufficient legal frameworks may not adequately address the unique challenges posed by this population. Ensuring that legal and policy frameworks are comprehensive, adaptable, and evidence-based is crucial for successful rehabilitation and reintegration.

Planning and coordinating the handover and post-release programming for convicted terrorists and extremists present numerous challenges. Addressing these challenges requires a comprehensive, tailored, and evidence-based approach that considers this population's unique needs and risks. Adequate resources, effective coordination, and structured monitoring frameworks are essential to success.



Promising Practice 1 – Provide Specialised Training: A key aspect of effective rehabilitation and reintegration programmes is to offer specialised training for social practitioners who work directly with individuals convicted of terrorism and extremism. This training aims to enhance their understanding of the unique challenges faced by these individuals and equip them with the necessary skills to effectively manage and address their complex issues.

Furthermore, the training should focus on equipping social practitioners with practical skills and techniques to effectively address the unique challenges faced by individuals involved in terrorism and extremism. This can include training in needs and risks assessment, psychological intervention strategies, counselling techniques tailored to address ideological influences, and approaches to promoting community reintegration. Part of these trainings could be incorporate a multi-agency approach as we mentioned in several place in this handbook.

Promising Practice 2 – Ensure Coordination Between Detention-Based Stakeholders and Community-Based Practitioners: Information related to the individual's case is crucial and detention-based stakeholders need to work on protocols and mechanisms to share the relevant needed information with community-based practitioners, in compliance with relevant data protection and privacy laws.

Promising Practice 3 – Ensure Legal and Policy Frameworks are Comprehensive, Evidence-Based, and Adaptable: It is vital for relevant actors to establish comprehensive, evidence-based, and adaptable legal and policy frameworks. These frameworks should be continuously revised or implemented to address the evolving nature of terrorism and extremism, ensuring that they align with best practices and promote successful outcomes. They should encompass all relevant aspects of the handover and post-release processes, including risk assessment and management, individualised support and interventions, community engagement, monitoring and supervision, and possibilities for ongoing support.

Promising Practice 4 – Employ a Combination of Cognitive-Behavioural, Psychosocial, Religious, and Vocational Interventions: It should address the population's complex needs and be an integrated approach considering the individual's multifaceted needs. It considers their motivations, beliefs, and support networks to foster lasting change. The integration of different interventions allows for a comprehensive treatment approach that targets the root causes of radicalisation while providing individuals with the tools and support necessary to reintegrate into society successfully.

Promising Practice 5 – Promote Collaboration and Knowledge Sharing among ASEAN: This can enhance the understanding of best practices in R&R convicted terrorists and extremists. This can include participating in regional conferences, joint research initiatives, sharing resources and expertise.



The Role of Probation and Parole Officers in Reintegration

Probation and parole officers play a critical role in the monitoring of the post-release reintegration process, and they often serve as the primary point of contact between offenders and the broader community post-release.

One of the most significant challenges probation and parole officers face is the potential deeply ingrained ideological commitment or violent behavioural pathways of convicted terrorists and extremists. This commitment can impede the individual's willingness to adapt their behaviour and participate in rehabilitation programmes. Furthermore, as already stressed, the stigma associated with terrorism and extremism can create barriers to reintegration, as offenders may face discrimination from potential employers, housing providers, and the broader community. Consequently, this can lead to social isolation, which may exacerbate re-offending risk.

Additionally, probation and parole officers often work with limited resources and large caseloads, making it challenging to provide the necessary supervision and support to ensure successful rehabilitation and reintegration. Probation and parole officers must also remain mindful of the potential for recidivism, particularly given the possibility for online and offline contact with former networks or other extremist individuals or groups.

To address these challenges, several strategies can be employed. For instance, developing a tailored case management plan for each individual is crucial to address their needs and risks. This plan should be based on the previously conducted needs and risks assessments, which identifies effective strategies to promote successful R&R.

Collaboration and information sharing is essential. Probation and parole officers should work closely to support the convicted R&R by engaging with other stakeholders, such as law enforcement agencies, mental health professionals, CSOs.

Probation and parole officers should also receive specialised training in dealing with convicted terrorists and extremists. This training should encompass understanding the dynamics of radicalisation, the potential for disengagement and deradicalisation, and the specific challenges faced for social reintegration. The training would ensure that probation and parole officers are familiar with potential signs of vulnerability or relapse.

Fostering strong relationships between probation and parole officers with convicted terrorists and extremists and the local community is essential for successful reintegration. Community support can help reduce stigmatisation and provide the offender with positive influences and resources. Regular monitoring and supervision are crucial to ensuring compliance with release conditions and preventing re-radicalisation, which may include electronic monitoring, regular check-ins, and random home visits.

Promising Practice 1 – Ensuring Relevant Information is shared with Probation and Parole Officers:

Probation and parole officers should be informed about the individual's progress, history and background. Prison-based practitioners should be offered as much information as possible in line with privacy, security, and data protection protocols.

Promising Practice 2 – Ensure Multi-Stakeholder Coordination and Collaboration Including CSOs:

Probation and parole officers should be aware of the critical help that CSOs, local municipalities, and community leaders can offer. As previously mentioned, it is crucial to establish appropriate mechanisms for information sharing and coordination among all relevant stakeholder as we mentioned earlier. This may involve regular meetings, communication channels, and collaborative platforms where probation and parole officers can share relevant information about the individuals under their supervision with CSOs, local municipalities, and community leaders. These mechanisms facilitate the exchange of vital information related to the inmate's progress, needs, and challenges, ensuring that everyone involved is well informed and can contribute effectively to the reintegration process.

Promising Practice 3 – Build Trustworthy Relationships between Probation and Parole Officers and Former Convicts and Extremists:

Individuals will likely face challenges upon release. It is therefore important for probation and parole officers to build a trustworthy relationship while respecting boundaries. Practitioners who earn individuals' trust during the prison-based rehabilitation phase can particularly be instrumental in the personal introduction of parole officers, thus ensuring a smooth transition.



Broader Challenges for Social Reintegration

Working on the reintegration of released individuals who served their sentences is complex. This is because there are numerous challenges to be tackled, including resistance, and stigmatisation from their communities and from the public. This creates additional barriers that practitioners must overcome during the reintegration phase.

People may resist the convicted terrorists' reintegration because they may not believe or fear that change is possible. Resistance can take many forms and arise at various stages of the reintegration process, and it can be both intrinsic and extrinsic when released individuals are resistant. However, we can also see social resistance from their families or the broader community. Additionally, reintegration efforts may challenge cultural or social norms, which is difficult to overcome.

However, the major challenge is resistance from convicted terrorists themselves. Individuals may resist efforts to reintegrate into the community due to a lack of trust, fear of change, or a desire to maintain their reassuring lifestyle. This internal conflict may manifest in many forms, such as violence, non-compliance, or withdrawal from programmes.

Convicted terrorists and extremists often face stigma upon release, making it challenging to reintegrate into society. Stigma can take many forms, including social rejection, discrimination, and negative stereotyping, such as the view that convicted terrorists are dangerous, untrustworthy, and undesirable. This can make it challenging for individuals to find stable employment, housing, and other resources necessary for successful reintegration.

Media portrayal is impactful as it can shape public opinion and attitudes towards released individuals. Negative portrayals can reinforce stereotypes and stigma, while positive portrayals can help break down barriers and promote understanding. Media stories surrounding convicted terrorists and extremists often sensationalise the issue. This leads to both a negative perception, which makes it difficult to gain public support for R&R efforts.

Negative media coverages may also reignite memories and awareness of the original crime in the public consciousness. Particularly in high-profile cases, individuals may become the subject of intense media attention, which can result in the stigmatisation of not only the individual, but also their families, communities, and even social workers, probation officers, and caregivers.

Instead, media outlets would ideally strive for balanced and nuanced reporting that considers the complexity of their stories, emphasising their rehabilitation efforts, personal growth, and contributions to society.

Promising Practice 1 – Be Aware of Public Perception: Consider and acknowledge the existence of public perceptions when developing a reintegration programme. It is advisable to be mindful of the potential risks of stigmatisation, which has clear adversarial effects. At the same time, avoiding prejudicial attitudes towards released individuals is important, which can reinforce barriers and strengthen radicalised identities.

Promising Practice 2 – Ensure Inclusion of Released Individuals in the Community after Release: Encourage released individuals to mix amongst the community to enable them to embrace pro-social norms and potentially modify their attitudes and behaviour. Additionally, it can prevent them from experiencing stigma and marginalisation. This approach would need to comply with the findings of needs and risks assessments and the security protocols put in place by relevant stakeholders.

Rome-Memorandum

States should encourage prison authorities to recognise the achievements of convicts who participate in rehabilitation programmes. Prison authorities may wish to award certificates or hold graduation ceremonies to acknowledge the completion of education and vocational training programmes. Rather than being provided by governments, these courses and certificates could be offered by appropriate NGOs and other institutions to avoid stigmatisation.

Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offenders. (Good Practice Number 18)



Promising Practice 3 – Ensure a Balanced Approach in Handling Released Individuals: Regularly evaluate the proportionality of interventions to ensure they do not cause more harm than good. This is important for practitioners to prioritise and maintain the effectiveness of their actions. For instance, providing excessive support can lead to various challenges, including stigmatisation, thus hampering the trust-building process between government practitioners and the hosting community. Excessive support can hinder successful reintegration efforts and create a sense of perceived injustice within the relevant community.

Promising Practice 4 – Ensuring Sensitivity towards the Community: Promote ethical journalism and responsible media practices to prevent the perpetuation of stereotypes and fearmongering, which can lead to further stigmatisation. This is crucial in fostering a more informed and inclusive society. It is important to emphasise the progress that convicted terrorists have made while serving their jail sentence, their efforts and commitment to reintegration, and any positive actions they took to make amends for their past actions.

Promising Practice 5 – Provide context: Provide context to the public and cultivate greater empathy. Respect privacy by avoiding intrusive reporting or speculation about personal lives or circumstances. This is necessary to protect dignity and prevent unnecessary harm.

CASE STUDY

Indonesia's Proactive Approach to Reducing the Stigmatisation of Convicted Terrorists and Extremists

The Empatiku Foundation is a civil society organisation in Indonesia that supports the rehabilitation and reintegration of former prisoners, including those involved in terrorism-related offences. However, the organisation faces significant challenges due to the social stigma attached to former detainees, which hinders their successful reintegration into society and can lead to marginalisation.

To address this issue, the organisation has adopted a proactive approach that involves community education and awareness activities. A central component of this approach is a restorative practices programme, which facilitates restorative dialogue sessions between the community and the detainees. The objective of this process is to reject the act committed by the individual but not the person themselves, thereby allowing for their reintegration into the community. These sessions create a safe space for individuals to understand the perspectives of others and deepen their own understanding. They provide an opportunity for participants to listen and be listened to with care, and to speak and be spoken to in a respectful manner. Through this process, wounds can be healed, and relationships can be rebuilt. Former detainees are supported in accepting themselves and their reality, and they develop the will to change their lives. Ultimately, both former detainees and community members achieve reconciliation.

In addition to the reconciliation programme, the Empatiku Foundation organises community awareness activities, such as group discussions, civic education in schools, workshops, seminars, and public events. These initiatives aim to promote greater understanding and empathy towards former detainees. The organisation also collaborates with media to encourage factual and empathetic reporting that avoids perpetuating stereotypes and fear-mongering.

By providing social interventions that address the underlying factors contributing to involvement in terrorism-related offences and promoting greater understanding and empathy towards former detainees, the Empatiku Foundation is helping to break the cycle of exclusion and marginalisation that perpetuates the problem of terrorism.



Development of Reintegration Plans

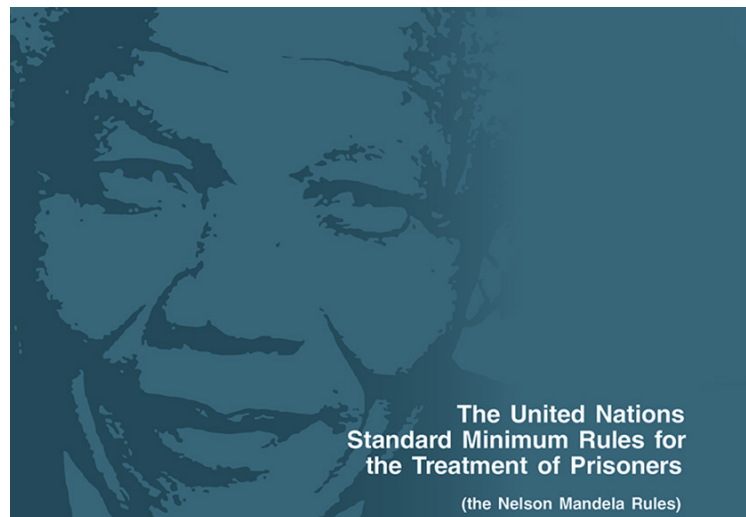
Preparations for release should commence at the outset of each prisoner's sentence. Every measure adopted should aim to facilitate the individual's ultimate reintegration into society. Such a reintegration process seeks to ensure the safe transition of individuals back into the community, where they can function productively in society. To maximise potential success, it is important to start the reintegration process during the last remaining months of an inmates' sentence to prepare them for life after prison.

There are various approaches to supporting the re-entry and social reintegration of individuals after their release from prison. Some of these interventions involve subjecting individuals to a period of community supervision, which may include specialised CSOs, neighbourhood associations, municipality authorities, and police, often as part of a conditional release or parole programme. Another approach to support re-entry and social reintegration is through direct engagement of released individuals with community forums. Such forums can provide a platform for individuals to interact with community members, fostering social reconciliation, understanding, and acceptance.

This may involve CSOs and community leaders, who can help raise awareness about the dangers of radicalisation to ensure general prevention in the community and to get community buy-in. These stakeholders can also work in tandem with government entities in providing support (e.g., housing, psychological care, job opportunities) for the individuals and/or their families. This is particularly important in the context of limited government resources and capacity. Ultimately, these efforts can help released individuals overcome the stigma and discrimination that often accompany their release.

The success of reintegration programmes depends on coordinated and collaborative efforts among relevant stakeholders, including the individual, their family, CSOs, practitioners, and law enforcement agencies.

Promising Practice 1 – Ensure Community Engagement and Collaboration: Engage communities, families, municipalities, and local authorities to ensure a smooth transitional period after release. Establish partnerships with CSOs, local businesses, and educational institutions to create a support network for convicted terrorists and extremists during reintegration. Collaborate with these partners to provide access to employment, housing, banking access and educational opportunities, fostering a sense of belonging and encouraging positive contributions to society. Encourage open dialogue and communication to address community concerns and facilitate a smoother reintegration process. Collaborating with CSOs is crucial for effective reintegration efforts. CSOs can provide valuable insights and feedback based on their frontline work with individuals transitioning from prison, and offer various services, including religious counselling, legal assistance, and psychosocial support. They can facilitate the continuation of the rehabilitation process from detention settings and



NELSON MANDELA RULES

Nelson Mandela Rules: Rules 90 and 108 for Effective Reintegration of Released Prisoners:

Rule 90 of the Nelson Mandela Rules emphasizes that the duty of society towards prisoners does not end upon their release. To promote their social rehabilitation and reduce prejudice against them, government and private agencies should offer efficient aftercare services to released prisoners.

Similarly, Rule 108 outlines the services and agencies responsible for assisting released prisoners in re-establishing themselves in society. These agencies, whether governmental or private, should ensure that released prisoners have appropriate documents and identification papers, suitable homes and employment opportunities, adequate clothing, and sufficient means to reach their destination and maintain themselves in the period immediately following their release.



provide education and vocational training. Therefore, governments should acknowledge the expertise and resources that CSOs bring to the table and create avenues for effective partnerships. This can involve providing funding and insights to support CSO initiatives, establishing formal channels for collaboration and information sharing, and involving them in the development and designing of reintegration policies and programmes.

Promising Practice 2 – Ensure Multi-Agency Mechanisms: Ensure effective collaboration in the reintegration phase through multi-stakeholder and multi-disciplinary approaches. This requires a clear definition of roles and responsibilities and a clear team leader. For example, relevant stakeholders can develop an action plan answering the following questions:



Who is responsible for the overall supervision/coordination of the intervention, setting measurable objectives, identifying internal and external resources, and consolidating information on the progress?



Should the information about the intervention be reported to other competent or relevant organisations/agencies? Why or why not? Which ones? Who is responsible for sharing the information? What is the frequency for sharing information? What type of information should be shared and reported?



What type of information is needed from other stakeholders or relevant agencies? Who should be responsible to request and collect the information?



Who is responsible for personally engaging the client? How many practitioners should be involved? on which rationale?



Who are the relevant stakeholders involved in each task of the Intervention?



What are the roles and responsibilities of each stakeholder, with respect to one other?



Is there a specific timeline for the intervention?



Does the timeline affect the definition of Roles and Responsibilities amongst the Stakeholders?

Promising Practice 3 – Identify Resources and Assets Within the Community: Effective reintegration plans should also address the individual's social, psychological, moral, and financial needs. This may involve identifying resources, stakeholders, and mechanisms to provide access to counselling, education, and job training, as well as social support networks. Ultimately, this would help released individuals rebuild their lives and reintegrate into their community.

Promising practice 4 – Ensure Individualised Interventions: Post-release services should be based on individualised case management and consider factors such as the individual's criminal history, length of sentence and any special needs. Ensure that these services cover a range of interventions and are complemented by appropriate forms of supervision, as necessary. This approach acknowledges the diversity within the group of convicted terrorists and extremists and facilitates tailored support to promote successful reintegration into society.



Promising practice 5 – Revisit and Update the Needs and Risks Assessment: Frequently revisit the needs assessment and risk assessment to ensure proper monitoring and supervision of released inmates. Coordination with probation and parole officers to ensure individuals comply with the terms of their release and avoid engaging in activities that could pose a threat or lead to relapse, this coordination could happen in different forms, such as regular handover meetings. This ongoing assessment and coordination is vital in maintaining effective oversight and promoting a successful transition to community reintegration.

CASE STUDY

The Philippines Multi-Facilitated Approach to Reintegrating Former Abu Sayyaf Group Members

The Philippines has initiated a multi-faceted approach to address rehabilitation and reintegration, focusing on former Abu Sayyaf Group (ASG) members. Establishing a comprehensive rehabilitation programme that combines social, psychological, and economic interventions considered very effective.

The programme, known as the Comprehensive Local Integration Programme (CLIP), is a government initiative that aims to provide support services to former ASG members who voluntarily surrender to the authorities. These services include financial assistance, livelihood training, education, and healthcare, designed to facilitate their reintegration into society and prevent recidivism. A key aspect of the programme is the involvement of local communities, community leaders and religious leaders, who play an essential role in fostering dialogue, addressing ideological issues, and providing a support network for the former militants.

The programme deploys a holistic approach, which addresses the various challenges former ASG members face, including ideological commitment, stigma, and social isolation. Through a range of support services tailored to the individual's needs, the programme has helped to build trust and promote engagement between the former militants, their communities, and the authorities.





Reintegration Phase: Community-Based Programmes and Initiatives

Government agencies, local authorities, and Civil Society Organisations (CSOs) play a crucial role in implementing reintegration programmes aimed at successfully transitioning individuals back into society after incarceration. These programmes encompass a range of supportive measures and resources, such as housing, employment assistance, and social networks; they facilitate a smooth re-entry process. Without these programmes, released individuals may struggle to find stability, increasing the risk of recidivism.

Furthermore, community-based reintegration programmes have proven to be effective in addressing the underlying factors that contribute to criminal behaviour. These initiatives focus on personal growth, education, vocational training, and the establishment of support networks. By empowering individuals with these resources, community-based programmes enable them to construct positive and law-abiding lives.

In addition to promoting public safety, community-based reintegration programmes embrace restorative justice principles. They focus on repairing harm, promoting accountability, and facilitating healing for all parties involved. Through restorative practices like mediation, victim-offender dialogues, and community service, individuals have opportunities to make amends, understand the consequences of their actions, and contribute positively to the community.

In Southeast Asia, community-based programmes for the reintegration of former convicted terrorists encompass various components. These include vocational and livelihood programmes, which provide training and support to develop skills and facilitate employment opportunities. Family and community support programmes involve the active participation of the individual's family and the wider community, fostering understanding, acceptance, and a supportive environment for successful reintegration.

Psychosocial Support Programmes: offer counselling and therapy to address the psychological and emotional needs of convicted terrorists and extremists, addressing underlying issues that may have contributed to their involvement in terrorism. Additionally, Community engagement initiatives aim to build trust and understanding by facilitating dialogue and interaction between released individuals and the broader community. This can involve pre- and post-release meetings, social reconciliation dialogues, and activities promoting mutual understanding and respect. Together, these community-based programmes play a critical role in the reintegration process, promoting social cohesion and reducing the risk of re-engagement in extremist activities.

Some examples of these programmes include:



SINGAPORE

Singapore After-Care Association ([SACA](#)): is a community-based organisation that aims to support ex-offenders in their transition back into society. They offer various services such as counselling, job training, and housing assistance.



SINGAPORE

Yellow Ribbon Project ([YRP](#)): is an R&R initiative that seeks to engage the community in supporting released individuals. They provide a variety of programmes, such as mentoring, job placement, skills learning, employment assistance and family support.



MALAYSIA

Correctional Service of Malaysia (CSM) Community Programme: The CSM Community Programme is a rehabilitation initiative that provides counselling, education, and vocational training to convicts. The programme also works closely with community organisations to provide support and resources for released individuals.



Promising Practice 1 – The Nature of the Offence: Consider the nature of the offence committed by convicted terrorists and extremists. Determine the appropriate duration and intensity of the R&R programme based on the severity and type of offence. For individuals who have committed more severe or violent crimes, longer-term rehabilitation may be necessary, necessitating more extensive reintegration programmes.

Promising Practice 2 – Develop a Sense of Self-Agency: It is crucial to develop a sense of self-agency during the reintegration process. Informing individuals of the opportunities available in society can promote their ability to make positive choices and take control of their lives and make independent decisions. However, it is essential for the practitioner to consider various factors such as age, gender, education level, and mental health status.

Promising Practice 3 – Consider the Individual’s Social, Gender, Cultural, and Religious Background: Community-based programmes and initiatives should consider the individual’s social, gender, cultural, and religious background. These programmes require a deep understanding of the individual’s beliefs and values and a willingness to work with the community to ensure that the programme is culturally appropriate. Any practitioners from outside the community are clearly required to speak the local language and should build authentic and genuine rapport. Using credible messengers, who are well respected in the individual’s eyes, can help to create connections.

Promising Practice 4 – Be Sensitive to the Community’s Cultural, Social, and Religious Norms: Social and familial obligations, honour, shame, forgiveness, grief, revenge, marginalisation, and reconciliation are all culturally defined concepts. Communities have unique ways of interacting between themselves, and the roles and influence of families, community leaders, and institutions can differ significantly. Therefore, the community of reference should co-develop programmes with relevant government agencies and to provide their local understanding of social context, community relationships, and cultural traditions. This style of approach will ensure programmes are better tailored to meet the specific needs and values of the community.

Promising Practice 5 – Address the Drivers of Radicalisation within the Community: Although it is important to work on reintegrating with released individuals, it is also essential that broader efforts be devoted to minimising and preventing macro-level push and pull factors that may have provided fertile ground for radicalisation in the first place. The implementing agency should devote attention to ensure that the negative influences in the community are undermined and that VE narratives are not popular. Reintegrating someone in a dysfunctional community with several negative influences will impact the likely success of any reintegration programme.



CASE STUDY

Singapore's Community-Based Programmes for Inmates



The Singapore Prison Service (SPS) has implemented several community-based programmes (CBP) to help released individuals reintegrate into society and become productive community members.

Community-based programmes are designed to provide former detainees and convicts with opportunities to reintegrate into the community gradually. The programmes aim to build their capacities to reconnect with their families and be employed as contributing members of society.

Religious Rehabilitation Group (RRG): the programme for terrorism detainees in Singapore. This voluntary programme aims to help inmates overcome extremist ideologies and reintegrate into society. The RRG was established in 2003 and comprised a team of Muslim scholars and professionals from various fields who provide counselling and religious education to inmates. They also work with families and communities to support the convicts' reintegration.

The organisation works closely with various government agencies, including the Ministry of Social and Family Development, the Ministry of Education, and the Ministry of Communications and Information, as well as community organisations and religious groups.

The RRG's approach to counter-radicalisation and rehabilitation is based on three main pillars: Education, counselling, and community engagement. The group conducts workshops, seminars, and training programmes to educate individuals on the dangers of extremist ideologies and to promote religious moderation and social harmony. In addition, the RRG engages with the wider community through various outreach programmes, such as community dialogues, interfaith events, and social media campaigns.



Collaboration between Prison Authorities, Local Authorities and CSOs in Reintegration

Continual collaboration between prison authorities, local authorities and CSOs during reintegration helps provide comprehensive and effective assistance to convicted terrorists and extremists both during and after their release. Prison authorities play a crucial role in providing custodial care and rehabilitation programmes for prisoners, but they cannot do it alone. The entities involved have different roles and responsibilities, but all share a common goal of promoting public safety, reducing recidivism, and rehabilitating offenders.

Central government collaboration with local authorities and CSOs allows for coordinating and delivering a more comprehensive range of services, such as mental health support, housing assistance, and job training. These organisations often fill the gaps of government social service provision, and their practical support at the local level can be essential in certain contexts. Furthermore, CSOs often have established relationships with the communities where individuals will return after release, making them ideal for offering social support and other relevant services.

Specialised CSOs can offer various services, such as religious counselling, legal aid, and psychosocial counselling. They can also facilitate continuity with the prison-based rehabilitation process and provide education and vocational training. Furthermore, local authorities with available resources can assist in providing housing, healthcare, and employment opportunities upon release. CSOs can provide additional support services such as counselling, mentoring, and other community-based rehabilitation activities.

While communities and families are critical for social reintegration, municipalities and local authorities are indispensable for functional reintegration. Ideally, these actors would possess the financial and legal resources to identify and link individuals to employment or housing opportunities and offer educational or vocational training. It is crucial to include these actors early and help individuals overcome any prejudices against them. With municipalities and local authorities on board, these organisations can share resources, expertise, and knowledge, thereby facilitating smoother transitions back into society, reducing the risk of reoffending, and creating safer communities.

However, several challenges could hamper the collaboration and multi-agency approach:

- **Lack of trust and information sharing:** lack of trust among various stakeholders, particularly between national and local authorities and CSOs. Mistrust can stem from concerns about sharing sensitive information, potential security risks, different conceptions of the underlying problems and drivers, and different priorities and approaches to addressing reintegration. National and local authorities may have different agendas or concerns regarding security, while CSOs may focus more on individual support and community engagement. To address this challenge, it is crucial to foster an environment of trust and open communication among all stakeholders involved. This can be achieved through regular dialogue, information sharing mechanisms, and building personal relationships based on mutual respect.
- **Jurisdictional boundaries:** National and local authorities may operate within defined jurisdictional boundaries. These boundaries can create challenges in coordinating efforts and allocating resources for reintegration programmes, particularly where the responsibility for their reintegration shifts from national to local authorities.
- **Insufficient resources and capacity:** Allocate sufficient resources, including funding, personnel, and infrastructure, to reintegration programmes. National and local authorities, as well as CSOs, must receive the necessary support to ensure the effectiveness of rehabilitation efforts. Inadequate resources can undermine the success of reintegration programmes and limit their ability to facilitate successful transitions and social integration.



- **Variability in expertise and experience:** Effectively reintegrating individuals who have been released, including convicted terrorists and extremists, necessitates specialised knowledge and expertise. However, there is often a significant variation in such expertise among national and local authorities as well as civil society organisations (CSOs). This inconsistency in knowledge and expertise can result in divergent approaches and outcomes. This challenge is further amplified when addressing the distinct needs of specific populations, such as women, children, or individuals with mental health issues. To overcome this obstacle, it is crucial to prioritise capacity-building efforts among the various stakeholders involved in the reintegration programme. By enhancing the knowledge and skills of these stakeholders, a more consistent and effective approach can be adopted, leading to better outcomes in the reintegration process.
- **Stigma and community resistance:** Address resistance within communities by actively engaging with community members who may harbour fear, resentment, or suspicion. Collaborate with municipalities, law enforcement, and CSOs to ensure their involvement in reintegration efforts. It is important to foster dialogue, build trust, and promote understanding among community members to facilitate successful reintegration processes. Additionally, the stigma associated with terrorism can create barriers for released individuals, who may struggle to find employment, housing, or social support.

Rome: Good Practice Number 20

Good Practice Number 20: States should consider aftercare programmes, working in close partnerships with CSOs and communities, to enable the treatment to continue after the convict has left the prison setting. For a rehabilitation programme to be successful, States can consider continuing the treatment after the convict has left the prison. Developing a robust and effective aftercare and reintegration programme, which can include on-going educational, vocational skills training, and rehabilitation programmes to facilitate the convicts' transition back into society, demonstrates a continuing good will and provides an important support structure for the convict at a potentially challenging time.

Promising Practice 1 – Maintain the Multi-Agency Collaboration: Promote collaboration and information sharing among diverse stakeholders involved in the reintegration process. Encourage the participation of all relevant stakeholders to contribute their perspectives and insights; ensuring that individual needs assessments align with each person's unique circumstances. Establish multi-agency and multi-disciplinary approaches as the cornerstone of effective reintegration programmes. Facilitate burden sharing between government entities and civil society organisations by involving a wide range of relevant actors in the early stages of goal setting and option development for the reintegration process.

Promising Practice 2 – Invest in Identifying New Partners and Collaboration: Invest in solid multi-stakeholder and multi-disciplinarily for rehabilitation processes, treating them as joint efforts. Identify and establish new partnerships in the sector. All stakeholders must actively participate in clarifying the roles and responsibilities of governments, law enforcement, and civil society. Explicitly define specific areas of coordination and cooperation. Implement systematic approaches to information gathering to ensure effective coordination and collaboration.

Promising Practice 3 – Developing the Relationships with Prison-Based Rehabilitation Practitioners and Other Stakeholders: Develop relationships between prison-based rehabilitation practitioners, correctional officers, and other professionals. Recognise the valuable insights they can offer for reintegration, including the identification of mental health problems and addressing social isolation. This will provide comprehensive support to individuals transitioning from prison to society. These insights from in-prison practitioners can be applied to develop targeted interventions and support.

Promising Practice 4 – Create Specialised Coordination Bodies: Create or develop coordination bodies or task forces that meet regularly, synchronise efforts, and enhance the efficiency of reintegration processes. Establish effective communication channels to facilitate closer synergy and collaboration among government, civil society, and third sectors.



Promising Practice 5 – Draw upon Promising Experiences and Practices: Establish an accreditation and associated capacity-building support programme that acknowledges CSOs, and practitioners as competent in this field. It is equally important to rely on existing good mechanisms, organisations, practices, and experiences to mitigate dispersion of resources and capacity.

Promising Practice 6 – Leverage the Role of CSOs: Utilise CSOs to mediate dialogues between community members and local government officials, addressing concerns regarding the social reintegration of convicted terrorists or extremists. CSOs can facilitate continuity with the previous prison-based rehabilitation process (i.e., transition from custodial settings to re-entering society). Structured dialogue can help to share and identify problems, fear, and community grievances.

Promising Practice 7 – Ensure a Whole-of-Government and Whole-of-Community Approach: Governments cannot ensure successful reintegration alone and should use a collective approach to include of communities, and CSOs in the rehabilitation process. Community surveys, polls and research can help capture community members' sentiments and concerns.

Promising Practice 8 – Assess the Risks, Costs and Benefits of Involving Third Parties: Assess a CSO's readiness and the potential risks associated with their involvement in reintegration efforts. Begin by evaluating the legal protection available to CSOs in their work. Additionally, consider the potential risk of unintended influence on CSOs due to prolonged exposure to radicalised individuals. Therefore, there should be a psychologist assessment to assess practitioners handling cases of convicted terrorists and extremists to ensure they are suitable partners.

CASE STUDY

The Philippines CSO Accreditation Programme

Philippines has established a national board for accreditation as a promising practice for reintegration. In Mindanao, all CSOs must be accredited by the national security system and the local government. This accreditation process takes a holistic approach considering the organisation's capacity to support rehabilitation and reintegration.

Accredited CSOs are required to have the expertise to support reintegration efforts on the ground effectively. Therefore, engaging directly with grassroots organisations and collaborating with local governments is necessary to analyse how CSOs can contribute to the efforts. The accreditation assessment is based on the actual works and impact of the CSOs on the community.

In general, it is a positive indication for a country to have a significant number of Civil Society Organisations (CSOs) willing to participate in R&R efforts. To effectively support and engage these organisations, it is important to establish a comprehensive accreditation process that assesses their capacity to contribute to R&R initiatives. Moreover, it is crucial to prioritise direct engagement with grassroots organisations, ensuring that R&R efforts are implemented efficiently and create positive impacts within the community. Additionally, the government can play a vital role in building the capacity of these organisations, thereby supporting, and sharing the burden with government agencies.





Family and Community Engagement during Reintegration

Families, friends, and communities can be crucial during prison-based rehabilitation initiatives and reintegration processes. Ideally, prison-based practitioners, probation and parole officers, or social workers will have contacted family members before the individual's release to ensure they are ready to support individuals from day one.

Occasionally, families with challenging social surroundings (e.g., radicalised family members) may hinder the reintegration process. Nevertheless, even within these families, some individuals may support social reintegration; therefore, it is very important to identify appropriate partners that will support the family engagement during the reintegration process.

Municipalities and local authorities can link central governments, communities, social workers, CSOs and released individuals. These linkages maximise the chances that released individuals are welcomed by the host or local community, which benefits the overall reintegration process. Regarding practical support, family and community members can play a fundamental role. For instance, networks of community members can be much more effective in finding suitable options for housing or employment opportunities. At the same time, it is worth noting that released individuals should be encouraged to take ownership and responsibility.

There is a thin line between utilising existing community networks and passively depending on community or family support. Encouraging balance is essential.

Promising Practice 1 – Continue the Engagement with Families: If families were already engaged during the prison-based rehabilitation, such support should continue upon the individual's release. It is essential to ascertain that the involvement of families should be preceded by an overall assessment of whether the family represents a positive and pro-social influence over the individual. Dysfunctional and radicalising families may indeed exacerbate radicalisation, and isolation leads to failure. Provided they are not connected to the extremist environment, families should be involved as early and as intensively as possible.

Promising Practice 2 – Develop Family and Parenthood Plans: Include relationships and parenthood plans as one of the possible life plans that can be envisaged and proposed to detainees. This can motivate and encourage them to reintegrate functionally, especially in their roles as fathers, husbands, mothers, and wives. Acknowledging the significance of relationships and family dynamics, reintegration programmes should take into consideration supporting these aspects of their lives.

Practitioners should help released individuals develop the necessary skills to fulfil their responsibilities effectively. This support not only benefits the individual well-being but also creates a positive ripple effect within the family and community, promoting social cohesion and reducing the likelihood of recidivism.

Promising Practice 3 – Ensure a Comprehensive Assessment and Understanding of Risks: Assess the situation from all vantage points before involving families and communities and ensure families and community members understand the situation, including the risk assessment. Create a social network map of relevant groups within the community where possible. Adequate information and knowledge about the community is necessary to ensure the successful reintegration of released individuals.

Promising Practice 4 – Adopt a Whole-of-Society Approach: Adopting a whole-of-society approach that engages community leaders, CSOs, key relevant stakeholders, and families to maximise chances for success. Their participation is essential as they hold influence and can play a significant role in promoting acceptance, support, and positive change within the community. Their endorsement and involvement can help reduce stigma, foster community cohesion, and create an environment that is conducive to successful reintegration. Disseminating and sharing success stories of reintegration programmes can inspire those involved in similar processes.



CASE STUDY

Reintegration in the Philippines

The Philippines Government implemented a programme aimed at reintegrating individuals convicted of terrorism and extremism. Recognising the strong familial and communal bonds prevalent in rural areas, the programme acknowledges the crucial role that families and communities play in supporting and facilitating the reintegration process.

In rural areas of the Philippines, where communities are tightly knit and interconnected, the support and acceptance of both family and community members are paramount to the successful reintegration of individuals convicted of terrorism and extremism. The cohesive social fabric of these areas creates an environment conducive to effective reintegration, as families and communities serve as a safety net, providing guidance and opportunities for individuals to reintegrate into society in a meaningful way.

By acknowledging and harnessing the existing social structures and bonds within rural areas, the reintegration process becomes more holistic, sustainable, and effective. This approach not only promotes the successful reintegration of released individuals but also contributes to the overall social cohesion and well-being of the communities involved.

The programme highlights the significance of involving and supporting families and communities in the reintegration process. It demonstrates that successful reintegration requires addressing not only the individual's needs but also the social context in which they will reintegrate. By leveraging the strengths of familial and communal ties, the programme has fostered a more inclusive and supportive environment, benefiting both the reintegrated individuals and the broader society.

CASE STUDY

Indonesia's Family Involvement in its DRR programme

Indonesia's Deradicalisation, Rehabilitation, and Reintegration programme (DRR) places significant emphasis on the involvement of families, and the country has implemented various measures to actively engage them in the process. These measures include:

- a. **Safe House:** BNPT provides a safe house in Central Java, for the families of prisoners from different provinces. The safe house serves as a place for families to stay while facilitating visits to nearby prisons. Additionally, in specific cases it provides consultation programmes to ensure that families are not radicalised and receive support and guidance throughout the process.
- b. **Assessment:** Before allowing families to participate in the DRR programme, Indonesia conducts an assessment to determine whether the family holds radical views. This approach ensures that families are not involved in extremist activities and supports rehabilitating those affected. It also allows for targeted rehabilitation efforts to address any radicalisation that may have affected the family members.
- c. **Cooperation:** Prison officers engage personally with individuals convicted of terrorism and extremism, as well as their families. This engagement aims to ensure that families actively participate in the DRR and reintegration programmes. By working with the prison officers, families receive support and guidance throughout the process.

Overall, the emphasis on family involvement in Indonesia's DRR programme demonstrates the recognition of the important role families play in the rehabilitation and reintegration process. Through these measures, Indonesia looks to create a comprehensive approach that addresses the needs of individuals, as well as their families, ultimately promoting successful reintegration into society.



Invest in Maximising Chances for Employment, Entrepreneurship and Housing

Transitioning from detention settings to the community can be particularly difficult for released individuals. Recently released prisoners typically face anxiety and stress associated with the need to find employment and lodging, or repair damaged relationships. They face social stigma and potential isolation and must ensure they comply with parole conditions. Typically, the weeks immediately preceding and following the release of convicted terrorists and extremists are crucial in predicting the extent to which their social reintegration into the community may be successful.

Without adequate material, psychological, and social support during this critical transitional period, numerous individuals face an increased risk of relapse into criminal behaviour.

Employment is a critical factor in successful reintegration. It is more than a source of income. Employment provides structure, routine, and opportunities to contribute to the work and lives of others while facilitating valuable social contact. It helps individuals to reconnect with elements of the community and contributes to their enhanced self-esteem, self-confidence, and self-efficacy.

Unfortunately, released individuals may return to disadvantaged communities with poor economic conditions and limited employment opportunities. In such conditions, it is important to address the potential localised push factors such as unemployment issues, many Southeast Asian countries are working to provide vocational skills training and employment assistance. Here are some relevant examples:



THAILAND

The Centre for Assistance to Reintegration and Employment (CARE), established by the Department of Corrections, represents a coordinating centre supporting ex-convicts



INDONESIA

The Government of Indonesia and specific CSOs work together to address these challenges by providing training, workshops, and economic support as part of the government's four-step deradicalisation process



SINGAPORE

The national rehabilitation and reintegration approach includes psychological, family, social rehabilitation, as well as religious counselling, with a focus on providing employment opportunities, skills training, and support for detainees and their families

Rome: Good Practice Number 17

Rehabilitation programmes could include vocational skills training and employment assistance where possible and appropriate. To successfully reintegrate into society, it is critically important that the inmate be employable and able to support his or her family. Employment can reduce the need and the appeal to rejoin a terrorist group and can facilitate the former inmate's reintegration into society. As such, vocational skills training and employment assistance could be important components of a rehabilitation programme. Encouraging liaison between the prison service and employment services could be beneficial in matching the vocational skills training of the returning inmate to the employment market of the community and country.

Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offenders



Promising Practice 1 – Feelings of Positivity and Purpose Breed Success: It is essential to create a sense of positivity and purpose amongst individuals by providing opportunities that stimulate these feelings. Educational training, economic activities, employment, and mentorship can help develop the positive feelings.

Promising Practice 2 – Promote Self-Reliance and Opportunities for Livelihoods: Enhance opportunities for released individuals by providing psychosocial support to build resilience and offering vocational training to enhance skills. These opportunities should also be extended to the individual's family. The objective is to promote self-reliance and secure livelihoods, empowering individuals, and their families to lead productive and sustainable lives upon reintegration.

Monitoring, Evaluation and Follow-up Procedures for R&R Programmes

The success of R&R programmes can be captured through a comprehensive monitoring and evaluation process, which measures success and identifies lessons learned. Monitoring and evaluation should start during prison-based rehabilitation programmes and continue during social reintegration following release. Monitoring is an ongoing process by which stakeholders obtain regular feedback on the progress being made to meeting their goals and objectives. It generates information that supports decision-making, improves performance, and achieves planned outcomes.

As part of the monitoring and evaluation process, regularly capturing information is critical in measuring results and areas for improvement. Captured data may include whether the programme is functioning and rendering success; if the expected number of individuals are participating; if there are sufficient staff members; and if the programme is operating as intended. It is also essential to assess whether the programme positively impacts the convicted terrorists and extremists in question. However, it is not easy to follow up with such target groups and engagement is often highly sensitive. For example, in the case of vocational training programmes, it would be essential to determine whether participants are achieving the expected learning outcomes.

Regular evaluation of R&R programmes are also necessary. This helps to assess the effectiveness of the programme and identify areas for improvement. Through monitoring and evaluation, authorities can make data-driven decisions to improve the programme and make it more effective.

Several follow-up methods are used among stakeholders throughout Southeast Asia based on data resulting from monitoring and evaluation processes. Examples include self-reporting, home visits, phone communication, and monitoring through family or close friends.

Lastly, it is important, wherever feasible, to gather information on the long-term impact of comprehensive R&R programmes. With time, it becomes possible to determine whether individuals who have been released and participated in such programmes have successfully integrated into society. This involves assessing if they effectively utilised the skills acquired during the R&R programme to secure employment and reintegrated socially into their community. Although collecting such data is challenging, it plays a vital role in enhancing the evidence base for prison-based rehabilitation and social reintegration programmes.

Promising Practice 1 – Ensure Appropriate Monitoring & Evaluation Frameworks for R&R programmes: Before commencing a programme, ensure robust monitoring and evaluation frameworks are in place, including goals, indicators, collection tools and resources. Where feasible, train correctional officers, probation and parole officers and social workers to incorporate monitoring and evaluation processes.

Rome: Good Practice Number 22

Formal or informal, parole-like monitoring post-release can be an effective method to deter or interrupt recidivism. Close supervision and guidance can support and reinforce any pre-release agreements or contracts the inmate has agreed to upon release. Monitoring also can provide data that can be used to determine the effectiveness of rehabilitation programmes.



Promising Practice 2 – Ensure a Baseline for Monitoring and Evaluation: Monitoring and evaluation should start at the very beginning of the R&R programme. Notably, it should use the intake assessment to collect a baseline for further measurement throughout the programme and include an end line study.

Promising Practice 3 – Ensure Regular Assessments: Ensure regular assessments so that individuals have opportunities to advance through the stages of the R&R programme. This is important during prison-based rehabilitation for high-risk convicted terrorists that may be subjected to harsher situations, such as social isolation. More opportunities for assessment will allow them to progress out of those situations more rapidly.

Promising Practice 4 – piloting in small scale: To evaluate the effectiveness of rehabilitation and reintegration efforts, it is recommended to begin by targeting a small project or specific activities before expanding further. This approach will facilitate and sustain the efforts and ensure that rehabilitation and reintegration become an ongoing commitment.



Summary

Rehabilitating and reintegrating convicted terrorists is a complex task that requires a multi-faceted approach, close collaboration among stakeholders, and a comprehensive understanding of individual needs. To effectively address these challenges, leading organisations should implement various strategies, continuously evaluate, and refine programmes, and strive towards reducing recidivism.

Collecting accurate and reliable data is crucial for successful rehabilitation and reintegration efforts. Promising practices include establishing a centralised database, enhancing expertise, building capacity, and conducting comprehensive and individualised needs assessments.

Effective rehabilitation interventions rely on such needs and risk assessments. It is important to identify and address individual needs, such as mental health support and vocational training. Promising practices involve conducting comprehensive assessments, using a multi-dimensional risk assessment approach, and developing a coordinated and holistic approach to rehabilitation.

In prison, social, cognitive, psychological, and vocational interventions are critical for promoting positive attitudes and behaviours. Comprehensive and tailored interventions, cognitive behavioural approaches, individualised mental health services, and collaboration among stakeholders are recommended. Family counselling and community engagement during prison-based rehabilitation can provide crucial support.

Measuring the reduction in extremist attitudes and behaviours poses a challenge for evaluating the success of rehabilitation programmes. Promising practices involve utilising psychological assessments, establishing standardised evaluation methods, and ensuring clear roles and responsibilities for monitoring and evaluation.

Pre-release interventions aim to facilitate rehabilitation and reduce the risk of recidivism. Promising practices include introducing new caregivers and community-based practitioners, strengthening vocational training and education, and preparing individuals for release. Transitioning from rehabilitation to reintegration requires well-planned post-release programmes with close coordination between detention-based stakeholders and community-based practitioners.

Probation and parole officers play a critical role in post-release monitoring and reintegration. Sharing relevant information, multi-stakeholder coordination, and building relationships of trust are important practices.

The development of reintegration plans should start early and involve community engagement, multi-agency mechanisms, and individualised interventions. Community-based programmes and initiatives, including support for housing, employment, and social networks, are crucial for successful reintegration. Promising practices involve considering the nature of the offence, promoting self-agency, and addressing the drivers of radicalisation within the community.

Family and community engagement are crucial. Promising practices include continued engagement with families, family and parenthood plans, comprehensive risk assessments, and a whole-of-society approach. Promoting positivity, purpose, self-reliance, and livelihood opportunities are important aspects.

Lastly, monitoring, evaluation, and follow-up procedures are essential for assessing the success of rehabilitation and reintegration programmes. Promising practices include appropriate monitoring and evaluation frameworks with longitudinal designs, established baselines, and regular assessments.



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