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Ex-Terrorists Reintegration Programs on Conditional Release Period by Formers Foundation Yayasan Lingkar Perdamaian (YLP)

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Abstract

Ex-terrorist reintegration must be carried out in an integrated way from in-prison empowerments with post-release program initiatives. The involvement of formers in reintegration has received considerable attention in recent years. The involvement of formers foundations in the assistance and supervision is to build a social support to prevent recidivism. Usually, ex-terrorist experience inherent post-release risks and challenges such as stigmatization, mistrust and socioeconomic exclusions. Transition period is a crucial in determining the success of prevention program. Formers foundation initiates community-based assistance and supervision by encouraging financial independence, changing perspectives towards moderation through discussion and dialogue and ensuring community acceptance in the first place. This study uses a descriptive qualitative method to describe the intervention of formers foundation in reintegration scheme by emphasizing the crucial risks of the transition period. Social Bond Theory is used to find out the elements of preventing exterrorist from re-committing terrorism. This research found that Yayasan Lingkar Perdamaian as formers foundation provides assistance on moral and material for ex-terrorist on their conditional release. Yayasan Lingkar Perdamaian also ensures acceptance of community for ex-terrorist reintegration in their area.

Keywords: Reintegration, Ex-terrorist, Post-Release, Transition Period, Formers Foundation Intitiatives, Yayasan Lingkar Perdamain.

Abstrak

Reintegrasi mantan narapidana terorisme harus dilakukan secara terintegrasi mulai dari intervensi pembinaan dan pemberdayaan dalam Lapas dengan inisiatif program paska-rilis. Keterlibatan inisiatif mantan narapidana teror dalam reintegrasi luar Lapas mendapat atensi cukup besar beberapa tahun terakhir. Pelibatan yayasan mantan narapidana teror dalam skema asistensi dan supervisi dilakukan untuk membangun ruang dukungan sosial sebagai upaya pencegahan residivisme. Umumnya mantan narapidana teror mengalami risiko dan tantangan paska-rilis yang melekat seperti stigmatisasi, ketidakpercayaan dan ekslusi terhadap akses sosioekonomi. Mengingat hal ini, periode transisi menjadi masa krusial dalam menentukan keberhasilan program pencegahan. Yayasan mantan

narapidana teror menginisiasi program pendampingan dan pengawasan berbasis komunitas dengan mendorong kemandirian finansial, mengubah cara pandang ke arah moderat melalui kajian dan dialog serta memastikan penerimaan komunitas. Penelitian ini menggunakan metode kualitatif deskriptif untuk menggambarkan intervensi yayasan mantan narapidana teror dalam skema reintegrasi lanjutan dengan menekankan pada risiko krusial periode transisi sebagai urgensi keterlibatan inisiatif yayasan. Teori Ikatan Sosial digunakan untuk mengetahui unsur pencegah kembalinya binaan melakukan kejahatan teror. Penelitian ini menemukan bahwa Yayasan Lingkar Perdamaian memberikan bantuan moril dan materil sebagai bentuk dukungan sosial bagi mantan narapidana teror yang menjalani masa Cuti Menjelang Bebas. Yayasan Lingkar Perdamaian juga memastikan penerimaan komunitas terhadap reintegrasi mantan narapidan teror di wilayahnya.

Kata kunci: Reintegrasi, Mantan Narapidana Terorisme, Paska-rilis, Periode Transisi, Peran Yayasan, Yayasan Lingkar Perdamaian.

INTRODUCTION

In principle, deradicalization and disengagement must be carried out through synergy between officials and community in a sustainable manner. Deradicalization does not only emphasize systemic in-prison empowering programs including identification, deradicalization, re-education and re-socialization through moderate religious ideas and entrepreneurship assistance, but also postrelease reintegration must receive equally important attention. Not only emphasizing the prerequisites for a pledge (ikrar) to Negara Kesatuan Republik Indonesia, but the plan for preventing radicalism and recidivism should link intervention inside and outside prisons. This refers to ensuring the availability of a post- release risk and challenge matrix or mapping. Initiation programs in the deradicalization scheme has been carried

out by the government through the National Counterterrorism Agency (BNPT). The 2013 **BNPT** deradicalization blueprint outlines 4 steps of a systemic, integrated and sustainable reform program which includes identification. deradicalization. education and re-socialization or social reintegration through general citizenship education, moderate religious ideas and entrepreneurship assistance. The reintegration scheme based on blueprint is defined as an effort to prepare for community acceptance of the return of ex- terrorist convicts. This is reversible in the sense that preparation is not only placed in the community system through developing empathy, mutual respect and eliminating suspicion, but also the willingness, openness and confidence of ex-terrorist convicts to get involved in community agendas.

The post-release strategy begins with an agenda of reaffirming a loyal commitment to Negera Kesatuan Republik Indonesia (NKRI), targeting exterrorist convicts who are considered **BNPT** cooperative. The facilitates moderate religious discussion with fully deradicalized clerics and/or former extremists. This agenda also provides financial incentives for participants. What becomes a concern is if the involvement of ex-terrorist in the pre-release agenda until after the release is only limited for remission and profits as a source of income. This agenda often emphasize the difficulty in coordinating the gathering of ex- terrorist who are scattered in several and this regions, group-based deradicalization approach is said to lack change, constructive due to the scheduling of activities that are not simultaneous. On the other hand, the BNPT as a coordinator is considered to have no comparable capacity in terms of for vocational curriculum trainers development. Data on April 2018, BNPT was recorded as having only 13 deradicalization staff who served for the

main duties and functions of all regions of Indonesia. This is a big note considering that BNPT has well-funded organization (Sumpter, et al., 2018).

The number of perpetrators of criminal acts of terrorism who have undergone legal proceedings was 1494 from 2000 to April 2018. In the same period, the number of perpetrators who had left prison was 906 including 52 of them who became recidivists on similar crimes (Shodiq, 2018). Meanwhile, the Institute for Policy Analysis of Conflict (IPAC) report in 2018 stated that around 65 Indonesian ex-terrorist convicts were re-involved in the same criminal offense. They were recaptured through Densus 88 operations or included in ISIS sympathizers. IPAC noted that there were 3 attacks during the period 2016 to 2018 involving ex-terrorist convicts including bomb attacks in Central Jakarta in January 2016, bomb attack in Samarinda November 2016 and bomb attack in Bandung February 2017. A. perpetrators of the Thamrin attack were recorded as having been subject to the same crime and serving a 7-year prison sentence for his involvement in military training at Janto Aceh and the robbery of

the **CIMB** Niaga in 2010. His involvement with MA in the Thamrin attack took place shortly after the end of his sentence. Apart from that, the Thamrin attack also noted the involvement of another recidivist, namely AA alias OR. He was noted to have been involved in the case of funding military training in Janto Aceh and the bomb explosion in the Cimanggis area, Depok. In another case, J, the perpetrator of the terror attact in the Samarinda Sengkotek Eikumene Church is also a former terror Bom Buku. Other findings reported that there were around 87 recidivists in acts of terror from 2009 to 2022. In 2022 alone, the report by Densus 88 AT Polri said that 13 ex-terrorist convicts had been arrested for their re- involvement in acts of terror. considerable Despite post-release oversight challenges and skepticism about the effectiveness of prison-based deradicalization programs, the level of terrorist recidivism in Indonesia is considered lower than general criminal recidivism (IPAC in Sumpter, et al., 2018).

Before Law No. 5 of 2018 concerning Eradication of Criminal Acts of Terrorism was passed, the previous

law—Law No. 15 of 2003—had not fully regulated the deradicalization mechanism in prisons. There is no special training program for terrorism convicts, coaching is only limited to the regular program that is imposed on all convicts. Balai Pemasyarakatan as institutions that carry out the function of monitoring and empowering ex-terrorist convicts in the process of social integration are also considered to have not played an optimal role (Andrie, 2018). However, IPAC notes that there are coaching efforts that lead to the deradicalization of ex-terrorist convicts in 13 prisons but have not fully shown positive results. Precisely the findings in the field indicate the existence of the term prison as a school of radicalism. One of the reasons this term appears is rooted in the participation mechanism in the deradicalization program which is not mandatory. In addition, the tendency of convicts to form protection groups within prisons allows terrorist convicts to influence other inmates in the context of spreading violent extremist ideology. This is in line with Peter R. Neuman's idea that one of the crucial issues of imprisonment is its major role in spreading the narrative of militant radical movements in the modern era. The vulnerability of the prison mechanism allows terrorist convicts to recruit general convicts in extreme groups or re-influence other terrorist convicts to become more radical (Septian, 2010). In the 2016 Surabaya Bombing case, for example, the perpetrators of PHP were allegedly in contact with S—a terrorist convict in the Kalimantan and Ambon cases—when he was imprisoned at Porong Prison for a drug case. Or the case of the Thamrin attack, which was planned to take place in prison by anonymous AA, AG and RS.

Referring that radicalization is a complex psychosocial process that involves a combination of individual traits and conditions, social dynamics and external factors, participation in violent ideas and behavior has dramatically changed individual identities and Previous research perspectives. explained that rooted identities, especially loyalty to networks, require rehabilitation interventions that not only focus on changing individual ideologies but also on transforming social relations (Holmer & Shtuni, 2017). What needs to be emphasized is that reintegration is not a one- time cycle but rather as a process of continuous intervention. For perpetrator, planning for the transition period from prison to the community should start from their first contact with the justice system, this is aimed at maximizing the rehabilitation agenda. Reintegration must be carried out continuously from prison to post-release.

Abrams et al. (2014) also explained the important role of mentoring interventions during the re-entry and rehabilitation periods as a form of readiness support and minimizing the challenge of community rejection, including further aimed at reducing the risk of recidivism. The prominent point of mentoring is community involvement. A community-based monitoring and mentoring approach by forming partnerships between officials and the community, including families, must also be developed to manage the risks of perpetrators and increase the likelihood of their success in the conditional release scheme through informal control. Another important point is the release and cessation of violent and criminal behavior is a process, monitoring mechanisms must focus on ex-convicts' motivation to change.

Given that the community plays a prominent role in supporting successful reintegration, a specific strategy is needed to mobilize community involvement in the process. Non-governmental organizations can take on the role of advocating, offering and bridging exconvicts in the civil community agenda. This matter at the same time encourages the willingness of the community to involve ex-convicts in general programs to foster mutual trust.

The initiation of the involvement of former terrorist convicts in a prevention scheme deserves appreciation. Former terrorist convicts who have been fully deradicalized can play a proactive role in agenda of preventing extremism and recidivism. Yayasan Lingkar Perdamaian is a pioneer of formers organization which acts as a guarantor for terrorist convicts during their Conditional Leave through a monitoring and reintegration program as part of an effort to control flow integrity. Perdamaian Yayasan Lingkar provides social support for ex-terrorist

convicts about to and post-release through community-based interventions.

LITERATURE REVIEW

Torjesen (2013) describes the details of reintegration as a process rather than a program. Reintegration is defined as the process by which ex-combatants change their identity from combatants to civilians, change their behavior, reduce contact from their past extremist groups and increase participation on community agendas. Changes explained in the social, political and economic sectors. In the social arena, the degree of involvement of former combatants on community agendas indicates the extent of their social reintegration. In the economic realm, eliminating and narrowing the risk of recidivism is facilitated by independent economic assistance. Meanwhile in the political sector, an indicator of the success can be shown through the degree of their participation in mainstream politics at the local, regional or national level either as voters. political supporters or representatives of a larger group.

Sarfati & Donnelly (2022) mention three types of risks that might occur during the process of reintegrating former combatants in post-conflict areas. First, specific physical risk includes murdering, community retaliation and violence from security forces. This potential threat is experienced not only by former combatants but also their recipient terrorism community. On scale. retaliation comes from the group from which they left. Second, mistrust and stigma, this refers to the community rejection on reintegration agendas of former combatant. Often this condition occurs because there is no community readiness in the process of being readmitted, even the community tends to leave them socially. Female combatants and/or women associated with armed groups such as family members, may also experience certain stigmatization during the reintegration. Third, socioeconomic exclusion, discrimination to employment and opportunities to meet a decent standard living of ex-combatants is a prominent issue that cannot be ignored in promoting post-conflict stability.

Based on desistance theory, recidivism prevention program is long-term mechanism including assistance and supervision. This approach states that the success of social reintegration rests on

internal motivation and social support. Internal motivation refers to efforts in making changes in a positive direction. While social support includes family support, community acceptance and opportunities for self- development. Creating access to social support and a receptive community allows the process of detention to occur. Conditions in which the community is ready also encourage the creation of a new identity for individuals.

A study in England showed that exconvicts are less likely to re-engage in crime if certain preconditions occurred before their release. This can be their participation in in-prison assistance programs, their changing views by raising victim-based awareness and how much receive visit from they family (community) during imprisonment (May, et al., 2008 in UNODC, 2018). A number of interventions can be designed to prepare for prisoner release. Pre-release programs (re- entry planning) deserve attention by involving partnerships with community organizations to ensure the continuity of post-release interventions.

UNODC (2018) mentions four things that need attention in transition-

period intervention. First, ensure there are opportunities to engage with family and community since imprisonment. This is intended to give the possibility of creating realistic plans for transition period. Second, preparing for community involvement since in-prison. In some countries, conditional release provides prisoners opportunity to establish contact with community through public initiatives programs. In criminal schemes, preparing the community also means preparing for restorative- reintegration. Restorative approaches and other mediation interventions that have been implemented since imprisonment will certainly help prisoners find their role and position in community after being release. Even though reconnecting perpetrators with victims is not an easy thing, the authorities need to provide information when prisoners are released. This is important for victim readiness. Third, assessing financial condition of prisoners. This information can be taken into consideration for their release plans. Interventions should not only mention about in-prison empowerment agenda but also ensure that community and private sector support for jobs. Creating financial independence is expected to prevent former prisoners from repeating crimes. Fourth, re- entry planning to ensure readiness of prisoner and receiving communities. How community is taking response to reintegration process. Is there any possible rejection from family and receiving community.

Weinrath, et al. (2016) claim that mentoring has become an increasingly popular intervention for preventing young offenders. Mentoring can help people increase his self-esteem and confidence and lower his negative coping mechanisms. Social Bond Theory Hirschi (1969)explains the influence individual social ties in the community affecting their participation in crimes. When these bonds are weakened or broken, crimes are very likely to occur. Social bond theory maps out four main including elements attachment, commitment, involvement and believe. Attachment is about how close people is to conventional social relations. Emotional attachments with friends, family and mentors will deter people from committing crimes. Commitment is a sense of responsibility towards oneself and one's family regarding the future

which raises awareness not to engage in because of the crimes possible Involvement consequences. is an individual's encouragement to be involved in the community environment, including the provisions or norms that apply in the community environment. Participation in social activities can reduce an individual's opportunities to violate the law. Believe or trust will lead to adherence to social rules and norms. The extent to which individuals believe in certain norms, the less likely individual is to commit crimes.

RESEARCH METHOD

This research uses a qualitative method (qualitative research) descriptive analysis to describe research object. Data obtained from the results of interviews and study desks. Interviews were conducted with AI and AS Yayasan Lingkar Perdamaian to find out the guarantee scheme for terrorist convicts during Conditional Leave period. While the study desk was carried out by observing the results of previous research obtain supporting explanations regarding efforts to reintegrate exterrorist convicts by community-based

approaches. Data analysis using qualitative thematics includes community-based reintegration to find out the urgency and position of the former terrorist involvement in the assistance and supervision scheme and analysis of social bond to explain how community engagementis built to prevent recidivism.

RESULT AND DISCUSSION

The guarantee initiative carried out by the Peace Circle Foundation was not a spontaneous choice. In a statement to Kompas (2020), AF—the chairman of the Circle of Peace Foundation—revealed foundation how the assesses the commitment of convicts that they will guarantee in the Leave Towards Release program. He admits that he needs recommendations from both prison officers and other terror convicts who are in the same prison first regarding how the behavior of prisoners will be guaranteed by the foundation. Considering that acting as a guarantor is not an easy matter, the guarantor must be willing to become a substitute if during the leave program, the guaranteed ex- convict violates the law or runs away. AF also said that his party also ensures that the prisoners they guarantee

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promise to be serious in carrying out the program, which means that they have no intention of escaping or repeating acts of terror violence. For AF, the steps taken by the foundation are aimed at encouraging ex-terror convicts who have been released to return to become part of the Unitary State of the Republic of Indonesia. In addition, for foundations, the guarantees carried out are intended as a form of assistance initiatives for post-release exconvicts, bearing in mind that the initiators of the foundation have also experienced similar risks and challenges after release.

The urgency of involvement of credible ex-convicts in terror deserves attention as a provider of social support. Why is it necessary to involve them? Where can credible former terror convicts make positive contribution prevention schemes? The involvement of former terror convicts in prevention schemes through post-release monitoring and mentoring programs has an important role within the community-based intervention framework. As an initiative that contains a follow-up program design for empowerment and deradicalization in

prisons, there are at least two things that can explain this urgency.

First, considering that former terror convicts have experienced a prison phase and have to face risks and challenges after their release, including how they change cognitive-behavioral their attitude towards radical violence, they considered to have the credibility to provide assistance. On the basis of having the same experience, they can provide a real picture of what they have experienced before for consideration, including they can assist in making a realistic postrelease plan. Former terror convicts are expected to be able to contribute by providing a platform or space for social support. Apart from being a provider of social support, this institution is expected to be equipped with entrepreneurship programs. Several exconvict foundations have been established in several regions with the main objective of monitoring and further coaching after release. Second, bearing in mind that in general within a terror network, the structural level plays an important role in command, the involvement of former terror convicts in the prevention scheme is aimed at boosting program effectiveness because it is considered to have a greater potential to be heard. With the capacity possessed by ex- convicts, coaching can be carried out more optimally. This of course also depends on the approach taken by ex-convicts. The important thing in carrying out the intervention is to ensure that there is trust and comfort. Interestingly, previous research revealed that the communication and approaches taken by former terror convicts were considered to be more well received than those made by the security forces. In some cases, especially female terror convicts are said to be more difficult for prison officers to approach (Latifah, 2021).

The Peace Circle Foundation intervenes in the mentoring program during the pre-release, conditional release and post- release periods. Given the inherent challenges and risks faced by exconvicts outside prisons, the scheme offered is based on guidelines on the needs and level of preparedness of inmates that are guaranteed. First, in the pre-release period, referring to the risk of the lack of social support and the

limitations experienced in the imprisonment process making inmates at risk of being reluctant to get involved in the development and empowerment program agenda in prisons, the foundation does three things namely: (1) establish relationships with inmates by conducting visits and dialogues; (2) to help accommodate the needs of convicts in correctional institutions; (3) conduct an assessment of convicts who will be during the Leave guaranteed Approaching Release period. During this period, the foundation ensures that good communication is established with prisoners.

Second, during the conditional release period, the foundation ensures reversible readiness. **Prisoners** are encouraged to achieve financial independence and have the capacity to reintegrate into the community. Including having the confidence to return to society. Meanwhile, it is ensured that the community is ready to accept the presence of prisoners with the aim of minimizing the stigma and exclusion of prisoners. The interventions carried out include: (1) providing guidance and assistance in the form of facilitating financial independence through distribution jobs to managed foundations, foundation partners, and foundations encouraging ex- convicts' independent businesses including providing space for improving certain skills; (2) providing training on moderate religious knowledge, tolerance directions for good behavior through personal dialogue and the Bright Path Study which also involves various parties including residents and local officials; (3) approaching the receiving community by explaining the commitment and changes in the behavior of ex-convicts to ensure that the community of origin provides space for reintegration.

Third, in the post-release period where the foundation ensures that exconvicts do not return to the support of their previously affiliated radical terror group network. The interventions developed are: (1) carrying out ongoing communication (maintaining good relations); (2) the foundation acts open to ex-convicts who need assistance and consultation. This is based on the risk of not having a receptive community, the

failure of ex-convicts in the coaching process and their continued connection to previous terror networks will put exconvicts at risk of re-radicalization.

What the Peace Circle Foundation has done can be explained by the theory of social ties and accompaniment. Through the elaboration of the elements of social ties, it is possible to illustrate the approaches and factors to prevent convicts from committing crimes again, especially during the Leaving Towards Release period. First, the element of attachment built by the foundation is based on humanist and kinship principles. The term embracing is commonly used by foundation administrators in translating their approach prisoners. to Communication built is through hospitality or visits to prisons, as well as accommodating the needs of prisoners their families. This ukhuwah relationship is forged based on empathy considering the risks of exclusion, stigmatization and lack of access to the labor market after prisoner release. The absence of a new community that provides social support has motivated the foundation to intervene in assisting

prisoners based on kinship ties. What the foundation does in building emotional attachment based on respect is also due to their experience as former terror convicts. AS said in an interview with the author that what they experienced after their release in 2006 was much more difficult because of the stigma and exclusion in society as perpetrators of terror, while at that time there was no platform to bridge them back into the general community. This matter became the driving force for him and the foundation in building a mentoring relationship with prisoners.

Second, the element of commitment is shown through how the foundation built for control flow integrity offers plans for further reintegration programs through mentoring, coaching and postrelease supervision. For foundations, this commitment is outlined in a mentoring intervention plan whose approach has been carried out since before the release. Given the inherent risks and challenges faced by convicts during transformation of re-entry or conditional leave, foundations offer themselves as guarantors by offering interventions on the readiness needs of convicts for

reintegration. Meanwhile, for convicts who receive foundation guarantees, social ties are realized through awareness of a commitment to comply with the requirements for Leave Before Release. Their commitment is also in line with desire their to gain financial independence through the channel of the economic assistance program initiated by the foundation. Because during the supervision period of leave, convicts usually tend to behave well, because their scope of movement is still formally monitored through mandatory reporting.

Third, the element of trust that is based on social consensus. In this regard, the relationship that exists between the foundation and prisoners is based on the values of respect, honesty, morality and responsibility. For foundations, mentoring, coaching and supervision is their moral responsibility as agents of change. Trust in the guarantor scheme is built not without basis. Considering that acting as a guarantor carries serious risks, the foundation conducts an assessment based on the commitment to changing the behavior of convicts through document reports on prison development and from fellow inmates. After ensuring that guaranteed prisoners have commitment and awareness of fulfilling the leave scheme, the foundation places trust based on respect and responsibility. Through a tiered humanist approach, convicts' trust in foundations grows. In this regard, trust is not just a need for guarantees, but trust based on the awareness that foundations provide social support initiated on the basis of shared experiences of post-release challenges and risks.

It is important to place trust based on respect, morality, honesty and responsibility, because in the long term the relationship is not just conditional. Through trust, communication tends to be more open.

This certainly supports the success of a personal approach. Considering that the assistance intervention plan must be adapted to the needs of prisoners, to ensure that the intervention program has the expected impact. This is in accordance with AS's statement, that the needs of inmates who are guaranteed during the Pre-release Leave period are of course different, the degree of ideas of violence is also different, including the

perspectives and mechanisms for responding to risks and challenges postrelease are also different, so the approach must adapt to the personal needs.

Fourth, the active involvement of prisoners in the assistance intervention scheme carried out by the foundation. Foundation assistance programs that are in line with the needs of convicts certainly increase the opportunities for active participation of convicts. Prisoners' need for access to employment to encourage financial independence, for example, a foundation that manages to accommodate these needs by ensuring inmates are absorbed in jobs, of course prisoners will be busy working and narrow the time available to reconnect with the previous terror network. Meanwhile the foundation also provides scientific guidance through studies and personal dialogue. Prisoners can take advantage of the initiation of these activities by proactively discussing what they want to know, foundations can also use this activity as a step in providing a moderate change of ideas including equipping prisoners with social knowledge and tolerance.

Other non-permanent agendas such as cycling together and camping were also initiated as an effort to encourage inmates to open their trust in foundations. Often this outdoor agenda involves not only foundations with guidance but also officials and general participants. This activity was also intended as a form of an accommodative approach where camping and outside activities were activities that were often carried out by prisoners, especially when they were still in military training.

CONCLUSION

The level of participation of convicts on the agenda of the foundation development program plays a key role in the success of continued reintegration. Including regarding their commitment, not only in fulfilling the requirements imposed during the Free Approaching Leave period, but also in terms of commitment based on awareness and responsibility as a party that is guaranteed facilitated by social and support interventions. Meanwhile foundations, efforts to control convict behavior need to be based on an approach that promotes humanist principles. The

foundation has proposed assistance according to what prisoners need in the agenda for preparing for full reintegration into the community. In fact, the Circle of Peace Foundation also facilitates convicts return their home when they to communities. This intended is minimize rejection, stigmatization and discrimination which are risks challenges after release. Last note, building trust and openness inmates to foundations is not an easy matter. The Foundation, in this case, has taken an accommodative approach and built good communication with inmates since before their release. This mapping of social ties is to show what efforts the Circle of Peace Foundation has built in initiating further development. And shows what conditions or factors can prevent convicts from violating commitments or committing acts of terror violence again.

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