

Case 1: Institutionalizing Gendered Rehabilitation through Civil Society-Government Collaboration



Country	Indonesia	Thematic Areas		
Organization	Civil Society Against Violent Extremism (C-SAVE)	Policy	Law	Security
Programme	The Development of a Rehabilitation and Reintegration Programme for Women and Girls from Violent Extremist Groups	Community	Ideology	Socioeconomics
			Psychology	

Summary

In 2017, the Indonesian Civil Society Against Violent Extremism (C-SAVE) coalition started working in collaboration with the Government of Indonesia on a legal framework for returnees from violent extremist groups. They continue to work on a presidential decree to establish clear laws regarding the process for returnees, including those who have been deported back to Indonesia from conflict zones or third countries such as Turkey. In addition, they have developed Standard Operating Procedures (SOPs) with the Ministry of Social Welfare (MOSW), National Counter-Terrorism Bureau (BNPT), police, and local civil society organizations (CSOs) for the rehabilitation and reintegration of returnees, the vast majority of whom are women and children. The scope of the SOPs includes identifying different actors, their roles in the referral process, and specific implementation for the treatment of women and children. C-SAVE provides training to the ministry and others on all aspects of the SOPs.

Context

Since May 2018, at least 49 Indonesians, including 12 civilians, 7 police officers and 30 terrorists, have died in back-to-back attacks by ISIS supporters or government anti-terrorism operations, in some cases with entire families as perpetrators.²¹⁵ Extremist groups active in Indonesia include Jemaah Islamiyah, once affiliated with Al Qaeda; Jamaah Ansharut Daulah; and other smaller groups (up to 30) who have pledged allegiance to ISIS ideology.²¹⁶ Between 300 and 700 Indonesians have travelled to Iraq and Syria. Approximately 45 percent are suspected to be women and children.²¹⁷

Historically, women have played many roles during the conflicts in Maluku and Poso from 1998 to 2002. They provided ammunition, homemade explosives, and logistical supplies. Since that time, they have engaged in religious proselytizing, education, recruitment and charitable activities. Some women have followed their husbands to Iraq and Syria, succumbed to the religious ideology, and sought social justice and more equal status with men.²¹⁸

²¹⁵ Sidney Jones (2018), "How ISIS Has Changed Terrorism in Indonesia," The New York Times, (available at: <https://www.nytimes.com/2018/05/22/opinion/isis-terrorism-indonesia-women.html>).

²¹⁶ Ibid.

²¹⁷ Liow, Joseph Chinyong (2016), ISIS reaches Indonesia: the terrorist group's prospects in Southeast Asia (available at: <https://www.brookings.edu/opinions/isis-reaches-indonesia-the-terrorist-groups-prospects-in-southeast-asia/>) and, Zam, Yusa (2018), Will IS-linked Indonesian and Malaysian women detained by Kurdish rebels return home? (available at: <https://www.alaraby.co.uk/english/indepth/2018/4/25/is-linked-indonesian-and-malaysian-women-detained-by-kurds>).

²¹⁸ Rahmah, Unaesah (2016), The Role of Women of the Islamic State in the Dynamics of Terrorism in Indonesia (available at: <http://www.mei.edu/content/map/role-women-islamic-state-dynamics-terrorism-indonesia>).

In Indonesia, over 250 fighters have returned to the country (from Iraq, Syria and Turkey). Of these, 74 percent are women and children (30 percent – 40 percent women).²¹⁹ Due to the lack of a national framework or protocol, C-SAVE worked with parliament, the police, and a special task force on terrorist fighters to revise existing articles to protect human rights for foreign fighters.

When returnees are deported from other countries, the Ministry of Foreign Affairs is notified, and if police have ample evidence against foreign fighters, those individuals are arrested and sent to detention centres. Most returnees are sent to rehabilitation centres operated by the MOSW. Once the new law is passed, there will be a greater likelihood of women moving through a legal process; however, C-SAVE would like to create a centre specifically for the rehabilitation of women, and advocate that they not be radicalized further in prison but rather experience rehabilitation and reintegration into the community.

OBJECTIVES	STAKEHOLDERS
<ul style="list-style-type: none"> ■ To develop a national policy on the reintegration of foreign fighters and their families, ■ To develop and support the implementation of SOPs for the rehabilitation and reintegration of returnees. 	<ul style="list-style-type: none"> ■ C-SAVE and other local CSOs ■ MOSW ■ BNPT ■ Police ■ Office of the President ■ Ministry of Foreign Affairs ■ Ministry of Home Affairs ■ Provincial, District and Municipal Government ■ National Commission on Violence Against Women ■ National Commission on Child Protection

Strategy and Implementation

Given MOSW's limited experience with this population, C-SAVE developed SOPs in collaboration with the MOSW, BNPT, police, other ministries and CSOs. With local government taking the lead in reintegration, the SOPs provide clarity of roles, establish a referral and communication network, and connect different levels of government. C-SAVE has worked with more than 20 local governments and is working on a presidential decree to enhance the legal framework. The form of the legal framework will depend on the results of an ongoing academic paper that is part of the legal drafting process.

Part One of the SOPs consists of identifying the roles of different stakeholders while Part Two contains implementing guidelines including specifically for women and children. The SOPs offer guidance for the rehabilitation of youth to help ministry staff understand the issue of extremism, how best to treat returnees and others at risk, and prevent future recruitment. C-SAVE provides training to ministry staff to deepen their understanding of these issues. The SOPs also include safety and security protocols for social workers in government and CSOs, as they are exposed to different types of risks including recruitment, verbal threats to their lives from the unhappy returnees or their families and attempted sexual abuse from various actors during the transportation of returnees to their homes.



Participants in a workshop convened by C-SAVE in Indonesia

²¹⁹ Kusumarini, Mira. GSX Oslo workshop, April 2018.

“What our family feels when you become a companion to us... [is] your dedication and sincerity, while assisting us and helping us with our difficulties and finding the solution. The most memorable to my family is the service link provided for the education and therapy [for our children], and also help us in the health condition of me and my family... [T]he difference was clearly felt before and after you came to us. I hope that C-SAVE and Empatiku remain [steadfast] in protecting the human rights and security of their clients so that our reintegration process to the community is easier, smooth, as soon as possible. Likewise, hopefully over time our traumas can gradually disappear.”

– C-SAVE program participant

In addition to psychological and emotional rehabilitation, it is important that returnees have the resources, education, social skills, and physical health to live within local communities. When thinking of livelihood support, it is critical to examine returnees’ sources of income as well as how they spend it, to ensure they have no financial connection to extremist groups. With regard to health care, radical groups emphasize the reproductive role of women to encourage the continuation of the group by raising the next generation. Women associated with these groups reject family planning services and vaccines for their children as they are indoctrinated to be suspicious of government health interventions. C-SAVE attempts to resolve the problem at the community level through developing early detection and treatment led by local women.

C-SAVE works with communities and local authorities to increase support for the returnees through alternative social reintegration programme activities.

ACTIVITIES FOR ADULT BENEFICIARIES:

- Education in the form of vocational training
- Psychological counselling for individuals and families
- Religious discussion
- Community education and dialogue
- Relations with village government and employers

ACTIVITIES FOR CHILD BENEFICIARIES:

- Child counselling
- Parent education
- Discussion of peace literacy
- Education to sensitize their school or community

Many returnees face stigma and fear rejection from their families upon reintegration because of the perception of radicalization. The mothers who left Indonesia at the order of men to go to Syria have the easiest re-entry because they don’t embrace any ideology, but they still face stigma upon reintegration because of this perception. C-SAVE creates integrated programmes such as cooking classes for both returnees and community members, which create a venue for them to mingle and break the stigma. Strong community capacity is integral to the long-term security and well-being of all its members, as they can provide support to returnees if the motivation to return to violent extremist groups develops again.

The media can also play a supportive role. For instance, some returnees want to use the media to prevent others from joining violent extremist groups; however, thus far, the media has focused more on addressing stigma. Media outlets can share the perspective and experience of returnees and give community members an opportunity to ask questions. However, the returnees need to feel comfortable with and prepared for this experience.

Progress and Results

- 216 deportees or returnees engaged in the rehabilitation and reintegration programme.
- 9 ministries or national institutions and 8 municipal or district governments engaged.
- 47 government social workers and CSO staff received training in countering violent extremism and facilitating rehabilitation and reintegration.
- 20 CSOs are engaged in the rehabilitation and reintegration programme.
- Rehabilitation and Reintegration SOP and technical guidelines are available.
- Safety and security protocols are available.

Lessons Learned and Challenges

- The most radical returnees are reluctant to engage in the programme and those who do engage still retain their ideology and hold dreams of returning to Syria. The biggest challenge remains reunification with family members and reintegrating returnees into society.
- Social workers are mainly women, providing services, in this case, primarily to women returnees. Some social workers experience the phenomenon of enjoying religious discussions with their clients and may be vulnerable to recruitment themselves.

Sustainability and Potential Application

Developing the legal framework of the rehabilitation and reintegration (RR) SOP will ensure the system becomes sustainable. This year, C-SAVE in partnership with the MOSW will bring the SOP to the local level by piloting the programme in three provinces and three districts/cities. The RR SOP is already applied to ex-terrorist inmates, a new group who face the same problem, by one of the District Social Offices. C-SAVE believes that the RR SOP is a living document as over time we will learn more new things; therefore, adjustments are necessary.



C-SAVE helps bring together government and civil society actors to address issue of returning women and girls