

A bronze statue of Lady Justice, blindfolded and holding scales of justice, set against a dark blue background. The statue is the central visual element of the cover page.

**THE BENEFITS AND  
CHALLENGES OF A  
HUMAN SECURITY  
APPROACH TO  
COUNTERING VIOLENT  
EXTREMISM AND  
TERRORISM IN THE  
CRIMINAL JUSTICE  
SYSTEM IN INDONESIA**

# Objective

The primary objective of this report is to identify and document promising practices to enhancing the criminal justice response to violent extremism through the human security approach, with special reference to the Guyub Project in Indonesia, while situating the findings amidst a broader global context.

## **With special thanks**

Special thanks, acknowledgement, and appreciation to all those who contributed and were involved in the consultations, information provision, coordination and collaboration for the preparation of this report.

Special thanks also to the United Nations Trust Fund for Human Security whose donation enabled the preparation of this report.

**Copyright page**

# Executive Summary

The concept of human security focuses on a people-centered and multi-disciplinary understanding of security. Its objective is to introduce and promote protection and empowerment strategies that are people-centred, comprehensive, context-specific, and prevention-oriented. Ultimately the approach views individuals and their individual experiences of safety as foundational and paramount for the creation of security.

This paper seeks to discuss and identify the concept of human security with a particular focus on human rights and its applicability to Indonesia's current approaches to countering violent extremism within the criminal justice system. It seeks to do so by examining the concept of human security, the international context for the application of human security in the countering violent extremism context and then focusing on the nature and application of the human security concept to the criminal justice approach to countering violent extremism in Indonesia and exploring the emerging promising practices and lessons learned to date.

The concept of human security focuses on individuals' experiences of security within at least seven dimensions, health, economic, political, food, environment, personal and community, with an eighth dimension of information technology recently being included. By considering threats within these dimensions, and addressing the underlying causes of those threats, human security aims to provide three fundamental freedoms for all individuals; freedom from fear, freedom from want and freedom to live in dignity.

The dimensions and aims of the human security concept relate to many of the principles of countering violent extremism, the threats to security can be considered as reflecting many of the known drivers to radicalization to violent extremism. Adopting a human security approach to tackling the threat of violent extremism in Indonesia enables the strengthening of existing programs, activities and interventions to focus on the known root causes identified through a recent analysis.

Indonesia has been working to address these identified root causes, with a particular focus on strengthening the criminal justice system. Some significant responses, projects and programs have already been delivered or are in delivery in Indonesia to counter the causes of violent extremism. These interventions have focused on building a solid foundation for further initiatives to develop from. The interventions delivered to date demonstrate elements of promising practices including being people-centered, comprehensive, context specific and prevention oriented.

Throughout the programs and activities being undertaken, several opportunities have also emerged for further development, and are reflective of practitioner, stakeholder and community feedback regarding the gaps identified in the implementation of current legislation, policy and practices across the criminal justice system. These identified gaps provide opportunities for strengthening the current emerging practices and improving the management, rehabilitation and reintegration of violent extremist offenders and the broader management and response to violent extremism and the threat it poses to security within Indonesia. There are a range of recommendations for Indonesia to consider adopting to address some of these identified gaps and strengthen the utilization of the human security approach to responding to violent extremism within the criminal justice system.

The human security approach is being adopted more broadly internationally, and there are various examples of good practices worldwide which can be considered for their benefits within the Indonesian context. Indonesia itself is developing good practices which are being monitored and reviewed.

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# List of Abbreviations

<b>AGO</b>	Attorney General Office
<b>BAPAS</b>	Parole and Probation Offices
<b>BNPT</b>	Indonesian National Counter Terrorism Agency
<b>C-SAVE</b>	Civil Society Against Violent Extremism
<b>CSO/OMS</b>	Civil Society Organisation
<b>CVE</b>	Countering Violent Extremism
<b>Densus 88</b>	Special Anti-Terrorism Detachment
<b>DGC</b>	Directorate General of Corrections
<b>DTPTLPN</b>	Directorate of Terrorism and Transnational Crimes, Attorney General Office Government of Indonesia
<b>INP</b>	The Indonesian National Police
<b>MOSA</b>	Ministry of Social Affairs
<b>MRA</b>	Ministry of Religious Affairs
<b>POLRI</b>	Indonesian National Police
<b>RFTF</b>	Returned Foreign Terrorist Fighter
<b>RSTS AND KPO</b>	Directorate of Social Rehabilitation for Social Problems and Victims of Human Trafficking
<b>Subdit Rehsos BWBP</b>	Sub-Directorate for Social Rehabilitation of Former Prisoner
<b>UNDP</b>	United Nations Development Programme
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>VEO</b>	Violent extremist offender
<b>VEP</b>	Violent extremist prisoner

# Introduction

In 2019 a joint programme was launched by UNODC, UNDP and UN Women to apply the Human Security approach to addressing the root causes of violent extremism in Indonesia. The programme involves a strong partnership with the Government of Indonesia at both the national and sub-national levels. This report seeks to review the application of the human security approach to enhancing the criminal justice responses to violent extremism and identify lessons learned and emerging promising practices through this programme delivery in Indonesia which will serve to inform future implementation of human security focused projects both within Indonesia and beyond.

The preparation of this report involved two methodological components;

- Desk top literature review
- Community and Government stakeholder interviews

## **Desk top literature review**

The desktop literature review provides the theoretical and conceptual basis for the human security concept and recommendations made within the report. This literature review included existing international literature on the application of the human security concept to counter terrorism and CVE approaches as well as existing reviews or reports related to case studies where human security concepts had been integrated into CVE projects and interventions to identify global promising practices or challenges. A range of literature including reports, policies, legislation, regulation, background papers and training manuals related to counter terrorism and CVE initiative and programs within Indonesia was also reviewed to identify existing application of human security concepts in legal, policy and practice domains.



## Civil Society Organisations (CSO) and government stakeholder interviews

A range of CSO and government stakeholder interviews provided the practical and pragmatic basis for the review of current legal, policy and practice emerging promising practices and lessons learned. Stakeholders consulted throughout the interviews include;

- Special Detachment 88 Anti-Terror Unit
- Ministry of Social Affairs
- Directorate-General of Corrections, Ministry of Law and Human Rights
- National Counter Terrorism Agency
- Indonesian National Police
- Directorate of Terrorism and Transnational Crimes, Attorney General's Office
- Wahid Foundation
- Yayasan Prasasti Perdamaian
- Civil Society Against Violent Extremism (C-SAVE)
- Search for Common Ground Indonesia

Following review of what has been implemented to date in Indonesia via a variety of programmes, literature reviews on the concept of human security and the application of the human security model to criminal justice and CVE programmes internationally and stakeholders interviews with a range of government and CSOs in Indonesia responsible for and involved in the implementation of these programs and approaches a number of key findings have emerged regarding the value of the human security approach and its application to the criminal justice system in responding to violent extremism in Indonesia.

Key findings related to elements of promising practices and emerging themes for lessons learned throughout the implementation of Programme delivery are outlined across legal, policy and practice domains. These key findings, together with international and national literature and stakeholders' feedback inform a range of recommendations for future opportunities. These can be fully utilised with the application of the human security approach within Indonesia and more broadly throughout the region and internationally to support CVE within the criminal justice system.

# Human Security Concept

Resolution 66/290 of the United Nations General Assembly agreed that adopting a human security approach would assist Member States to identify and respond to the complex challenges to the survival, livelihood and dignity of their people.<sup>1</sup> The concept of Human Security focuses on a people-centred, multi-disciplinary and cross-cutting understanding of security and insecurity.<sup>2</sup>

The focus of Human Security is ensuring the survival, livelihood and dignity of individuals as the foundation for stable, healthy and secure nations and therefore, populations. It is a collaborative approach between governments, civil society, local communities and individuals. With individuals contributing by identifying and implementing solutions to insecurity. It recognises three fundamental freedoms for all people:

**Freedom from fear** – Threats to the safety of people (all forms of violence)

**Freedom from want** – Threats to basic needs (economic, social and environmental aspects of life)

**Freedom to live in dignity** – Threats to human rights and, by extension, access to services and opportunities.

The 1994 UNDP's definition of Human Security included threats to global security occur across seven components (figure 1). The 1994 report withdrew the idea of the protection of the state and changed the status quo to the concerns and protection of individuals and their welfare. In other words, any threats to their human rights or developing security threats need to be addressed. This led to the state security agencies (police, military) and NGOs to work together to minimise threats to human rights and increase the importance of governance and security measures.<sup>3</sup>

<sup>1</sup>UN General Assembly (2012) Resolution adopted by the General Assembly on 10 September 2012, UN Doc. A/RES/66/290.

<sup>2</sup>Mohamed Al-Adawi, "Human Security and the Human Rights System A Study in Concepts and Interrelationships", Department of Political Science and Public Administration, Assiut University. p. 8. , accessed via <https://www.policemc.gov.bh/mcems-store/pdf>

<sup>3</sup>Nakissa, A, Security, Islam, and Indonesia (2020) Journal of the Humanities and Social Sciences of Southeast Asia, 176(2-3), 203-239.

The Human Security concept is underpinned by four key fundamental principles;

- 1 People-Centred** – Security places people at the centre of the analysis of security, considering any conditions which threaten survival, livelihood and dignity of people.
- 2 Comprehensive** – It addresses the full scope of human insecurities, by recognising the multi-dimensional nature of security threats and attributing equal importance to all 7+ dimensions; Economic, Political, Food, Environment, Personal, Community and Health. To address these security threats both within and across borders, it encourages regional and multilateral cooperation
- 3 Context Specific** – Security threats can vary significantly between communities and seeks to identify solutions which are responsive to the specific contextual risks and causes. As a result, it seeks to promote local ownership of ideas and programmes, ideally bottom-up approaches which support and utilise local capacity and resources and are linked to top-down policies and responses which are interlinked and mutually reinforcing.
- 4 Prevention-Oriented** – It has a dual focus on protection and empowerment, both recognising the importance of systemic and structural protections offered by states and international organisations, while equally recognising the importance of developing the capabilities of individuals and communities to develop their full potential and find ways to participate in their security. Always seeking to address the risks and root causes of insecurity.

Fig 1: Key principles of human security

Economic, food, health, environmental, personal, community and political security threats all contribute to individual and global experiences of security. These seven+ components of threat are often interconnected and contribute to security in a range of ways, slightly differing across contexts, but generally involving broad dimensions outlined in Figure 2 below;



**Fig 2: Seven dimensions of human security**

The human security approach focuses on addressing the underlying causes of these threats to increase individuals’ resilience to risks and threats and overall experiences of freedom from fear, want and indignity. Protection and empowerment strategies to address these underlying causes should follow the principles of people-centred, comprehensive, context-specific and prevention-oriented.

For long-term prevention or violent extremism, a combination of legal and civil society norms needs to be established. These norms should utilise existing case studies, literature, stakeholder interviews and attacks as tools to inform the development of measures to be implement to protect the community. These measures must uphold international law and should contribute to creating stronger bilateral relationships with other nations which can assist with early detection of threats and risks and could provide deterrent strategies that bridge the gap of conflict prevention and ultimately underpin a universal framework that incorporates all aspects of human security.



Fig 3: Factors impacting the seven dimensions

This human security concept is also cooperated by the UN Charter, Article 1 (3)<sup>4</sup>:

to achieve international co-operation in solving international problems of an economic, social, cultural, or humanitarian character, and in promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion.

State and society have a responsibility to protect and to preserve the basic and core needs of people. This includes addressing barriers and developing strategies to prevent terrorism and violent extremism, including the potential impact this relationship can have on the criminal justice system, government agencies and civil society.<sup>5</sup>

<sup>4</sup>Charter of the United Nations, General Assembly [2021] Article 3(1) <https://treaties.un.org/doc/publication/ctc/uncharter.pdf> accessed 1 September 2021

<sup>5</sup>Zoghlemi, 'Rethinking the Concept of Human Security and Its Approaches to Preventing and Combating Violent Extremism in Tunisia' (2019) WANA Institute, Royal Scientific Society in Amman, Jordan, accessed 1 September 2021

# International Context for the use of Human Security in CVE

The applicability of the Human Security approach to the prevention or countering of violent extremism has been adopted and embraced across a range of UN Member States, within a variety of regional and national contexts including across the Middle East or North Africa (MENA), Europe and Southeast Asia.

A Soufan Centre report published in 2020 considered 3 country case studies and the strengths and limitations of a human security approach versus a securitisation approach to counterterrorism and CVE in these contexts. The report identified that an over securitised response where military, security and judicial sectors were prioritised, often resulted in a lack of funding for those sectors delivering more Human Security programmes focused on social cohesion, health, education and employment.

In Tunisia this securitised approach was heavily criticized for failing to address the multiple drivers of violent extremism, identifying it can in fact, amplify drivers related to ideological, cultural and social factors.<sup>6</sup> Many of the criticisms regarding Tunisia's approach is that they have prioritised measures aimed at preventing terrorist attacks without proper consideration or attention on measures to address the underlying factors which contribute to radicalisation. A lack of focus on political human security factors, such as employment and training of election observers for election monitoring, in favour of state-led CVE initiatives undermines human security and threatens democratic processes.

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<sup>6</sup>The Soufan Centre, The nexus between human security and preventing/countering violent extremism: case studies from Bosnia, Herzegovina, Nigeria and Tunisia (2020), The Soufan Centre < <https://thesoufancenter.org/wp-content/uploads/2020/03/The-Soufan-Center-Report-The-Nexus-between-Human-Security-and-Preventing-Countering-Violent-Extremism-March-2020.pdf>> accessed 3 September 2021

There were similar findings in Niger where the approach taken by the government is considered more reactive than preventative, investing in military and justice responses to violent extremist crisis, resulting in Niger now being one of the most militarised countries in Africa, while factors such as lack of civil and political rights and extreme inequality are underfunded and continue to be primary drivers for engagement in violent extremism. Of notable difference, an example of Human Security responses were identified within the Touareg border community, where the government identified a state-centred security response was unlikely to be effective due to the pervasive and ethnic causal factors of insecurity in the area. Here the government adopted a more conciliatory, community-led approach, working with local religious and community leaders to improve communication and relationships between the security forces and the population with the aim of improving personal and political human security factors in the area which were driving violent extremist narratives.

It was identified that investing in military, police and justice through training and education to improve relations between security forces and communities and improving the performance of security services would be one way of adopting a Human Security approach to best utilise current funding arrangements in Niger. With a further suggestion to support Human Security approaches to CVE activities was ensuring longer term funding opportunities which can seek to take a more preventative, peace building, conflict prevention approach to addressing underlying causal factors and which will require longer term investment and programming. One practitioner reflected a Human Security perspective, suggesting "...funds should be better rationalized and oriented in order to benefit the maximum population by providing dignified living conditions and tangible changes."<sup>7</sup>

The context in Bosnia and Herzegovnia was identified as especially difficult due to widespread issues of corruption and unaddressed migration challenges contributing to security threats within the country. While the countries 'Strategy for Preventing and Combating Terrorism' and subsequent action plan is aligned to relevant international standards and human rights law, much like the other countries reviewed in this report, it focuses heavily on prosecutions and sanctions as deterrents for individuals to engaging in violent extremism. It has little focus on the Human Security factors such as poverty, social and community conflict and distrust of government and authority, driving individuals' engagement in religious, ethno-nationalist or political violent extremism.

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<sup>7</sup>ibid, 2020, p. 33

There are examples of small scale projects such as the YOUTH Build project which delivers a range of life skills programs aimed to empower youth to actively engage in their local communities and reduce community safety factors driving radicalisation in the area.<sup>8</sup> Several practitioners noted one of the key problems with the delivery of CEV interventions across Bosnia and Herzegovina is the focus on religious violent extremism, specifically Islamist extremism, at the expense of neo-Chetnik and neo-Ustasha violent extremist movements which may present a more significant security threat, reinforcing the Human Security political security component and the importance of non-biased, non-discriminatory legal, policy and program responses.<sup>9</sup>

A common theme across all three country case studies in this report is an emphasis on the need to focus on the root causes and systemic or structural drivers of violent extremism, not just the symptoms or the resulting consequences. These drivers, while not clearly defined by governments or international institutions, are directly related to deeply rooted challenges associated with the rule of law and economic distress, particularly the need to improve governance, address corruption and increase opportunity.<sup>10</sup>

Furthermore, larger international case studies have been implemented and evaluated throughout the last decade. The most successful programs have integrated the community and provided continuous support for disengagement and rehabilitation. This includes building social networks, protective factors and incorporating restorative justice practices to deter harm, stigma and perception. Examples of established programs are:

### **Need Foundation, Yellow Ribbon Initiative - (Nigeria)**

Neem Foundation implements one of the largest Rehabilitation and Reintegration Programmes by a National NGO, the Yellow Ribbon Initiative, in the North- East of Nigeria. The project has a holistic approach to rehabilitation and reintegration which covers psychological care, religious engagement, creative engagement, peace through sports, as well as reintegration activities such as economic empowerment and reconciliation.<sup>11</sup> To address resistance from local communities due to additional supports they were providing to women who had returned, when local women were in need as well, they negotiated with communities to aid two locals for every returnee the community accepted and supported.

<sup>7</sup>ibid, 2020, p. 40

<sup>8</sup>The Soufan Centre 2020, 43

<sup>9</sup>The Soufan Centre 2020, 48

<sup>10</sup>Neem Foundation, Invisible Women - Case 7: Finding a new sense of purpose through Psychosocial Therapy (2016) The Yellow Ribbon Initiative, accessed 1 October 2021 via <https://icanpeacework.org/wp-content/uploads/2019/01/Neem-Foundation-Nigeria-Case-Invisible-WomenRehabilitation-Reintegration.pdf>



## Diminishing Opportunities for Violent Extremism - (USA)

American Somalis of the Twin Cities area in Minnesota engaged in a partnership between local community advocates and academic researchers to identify a community-based approach to preventing violent extremism. These cities have confronting issues including discrimination, high unemployment rates, low household incomes, broken families, high crime rate and gangs. The DOVE partnership is a community-based approach comprising of community leaders, researchers and advocates to disassociate violent extremist organisations recruiting youth and young people.<sup>12</sup>

## Vilvoorde Method, Strong Cities Network - (Belgium)

In 2014 the Mayor of Vilvoorde instituted a CVE program to respond to the high numbers of individuals leaving the town to join jihadist groups in Syria. As part of a multi-modal approach, they provide a discussion group for family members: This group is offered to family members of Syria fighters. The city will provide a place to meet and the necessary facilities. The rest of the needs are supplied by the families themselves. It is family driven, locally run and sustainable by the participants themselves. This program has had significant success with multiple side projects being developed to stop the flow of young people to Syria and strengthening relationships between law enforcement and community members.<sup>13</sup>

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<sup>12</sup>Muslim Public Affairs Council, Safe Spaces Initiative: Tools for Developing Healthy Communities, (Homeland Security, 2016), <<https://www.dhs.gov/sites/default/files/publications/Tools%20for%20Developing%20Healthy%20Communities-MPAC%20Toolkit%20Report.pdf>> accessed 1 October 2021

<sup>13</sup>Strong Cities, Vilvoorde Method, Belgium, (Strong Cities Network, 2016) <<https://strongcitiesnetwork.org/en/city/vilvoorde-belgium/>> accessed 1 October 2021

## The Friendship Bench - (Zimbabwe)

Dixon Chibanda created the Friendship Bench program in Zimbabwe, a cognitive therapy-based approach to depression in communities with limited mental health resources. The program trains community grandmothers in evidence-based talk therapy and attentive listening as an accessible alternative to mental illness care. Since 2006, Chibanda and his team have trained over 400 of the grandmothers in evidence-based talk therapy, which they deliver for free in more than 70 communities in Zimbabwe. The programme is a blueprint for any community, city or country interested in bringing affordable, accessible and highly effective mental health services to its residents and demonstrates how existing local resources can be utilised and supported to fill gaps in service delivery.<sup>14</sup>

## VINK Programme - (Denmark)

A flagship initiative reducing radicalisation and countering violent extremism. It is a multiagency program made up of experts, practitioners, frontline workers, youth support teams, teachers, mentors and community advocates with strong ties to resources and knowledge of extremist movements, groups, organisation and radicalisation techniques. The program runs nationally and locally reducing the risk within the community. The program launched in 2009 and worked with groups returning from Syria and other conflict areas. In 2015, the program had an expert panel to increase the efforts to strengthen the prevention of radicalised young people. The program used alternative activities within the community to deter joining extremist groups with early prevention strategies.<sup>15</sup>

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<sup>14</sup>Friendship Bench, Creating Safe Spaces, (Friendship Bench, 2021) <<https://www.friendshipbenchzimbabwe.org/>> accessed 1 October 2021

<sup>15</sup>Hemmingsen A, S. An introduction to the Danish approach to countering and preventing extremism and radicalisation, Danish Institute for International Studies (DIIS Publication,2015)

## PREVENT Strategy - (United Kingdom)

The Prevent program started in 2010 as a part of the UK's counter-terrorism strategy. This program differs from the above as it is government and law-enforcement led. The program aims to prevent individuals from radicalising and becoming terrorists. This program is referred to by police. Throughout the last decade, the program has modernised from a top-down approach to a grassroots approach utilizing community organisation to support and protect vulnerable people. This includes finding mentors, access to mental health providers, work support, access to faith leaders, housing and education that are all independent from the police and law enforcement side.<sup>16</sup>

The above programs present practical assistance and support. Rather than having law enforcement as a driver, continuity of care from local communities and leaders creates social cohesion that is welcoming and fostering an environment to assist with reform. Family and friends are important for in prevention and reintegration.

Support networks need to be involved as much as possible during the planning, preparation and implementation of identifying the needs of vulnerable individuals. The proactive use of providing access to religious, cultural and social programs will reduce risk to individuals and the community. It is evident that there is no 'one size fits all' approach, however there are similarities in a program's process that increases successful outcomes. Utilising social workers and mental health professionals to address trauma, depression, anxieties and psychological issues. And preparing and implementing tailored and customized plans based on the individuals needs based on their circumstances and attitudes towards extremism and beliefs.

The interventions, prevention plans, and reintegration plans are combination of both soft and hard strategies to improve rehabilitation that are not based on social bias and discrimination for an individual's past actions. A common denominator for improvement is to ensure a greater involvement from civil society is prevalent with access to funding.

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<sup>16</sup>Counter Terrorism Policing. PREVENT – we prevent vulnerable people from being drawn into extremism, (Police, UK, 2020) <<https://www.counterterrorism.police.uk/what-we-do/prevent/>> accessed 1 October 2021

# Human Security and the criminal justice approach to violent extremism and terrorism in Indonesia

When considering the concept of human security related to the principles of countering violent extremism, threats to security can be considered as reflecting many of the known drivers to radicalisation identified in the violent extremism literature.



Fig 4: Drivers of radicalisation to violent extremism

While no one theory exists for why people radicalise to violent extremism, the research identifies several factors which contribute. Religious, social and political curricular on radical Islam is being produced on the internet and various social media platforms that is used to increase influence over individuals and over Indonesia's national identity. This includes the growth of international terrorist groups appealing to Indonesian citizens as information and interactions are easily accessible and influential.

Using past experiences as a catalyst and as a resource can assist with implementing preventative strategies that reduce fear, increases freedom, and apply counter measures to stop extremist propaganda and violent influences that are prominent in public domains. Not only will these actions increase the protection of individuals, but they will also increase a civil society movement combined with growing transparency from within the government, the political parties and the criminal justice system. Indonesia has over 200 million Muslims, which is over 87% of the population, and just over 9% are Christian. Apart from a only a couple of incidents where churches have been the target of attacks in 2018 and recently in 2021, this divide has not necessarily caused terrorist attacks to rise, it has however, contributed to cultural marginalisation and faith-based discrimination that has led human security and the criminal justice system to be vulnerable. This includes the government’s tolerance with social and political control and the position of religion, including Islam and Pancasila democracy.

Pancasila is the founding philosophical concept in Indonesia. The concept is comprised of five principles. To fully understand Indonesia’s history, the value and foundation of Pancasila need to be explored. Pancasila values that are developed among the community are meant to increase nationalism, build character and increase the opportunity of a strong civil society.<sup>17</sup>

The five fundamental principles are:

-  **1. Belief in the Almighty God**
-  **2. Humanitarianism (just and civilized humanity)**
-  **3. The Unity of Indonesia**
-  **4. Consensual Democracy**
-  **5. Social Justice (for all people of Indonesia)**

<sup>17</sup>Indra & Budimansyah, Implementation of Pancasila Values in Improving Nationalism for Young Generation (2019) Advances in Social Science, Education and Humanities Research, Vol. 418, Universitas Pendidikan Indonesia

The five principles are conclusive guidelines that build social cohesion within the community to limit discrimination, prevent conflict, promote a social environment for individuals to feel safe. This includes equal opportunities for education, religion, political, criminal and social justice. Individuals and groups are meant to have mutual respect and cooperation to increase diversity amongst the community, free from discrimination and corruption based on your personal affiliations. Lack of Pancasila values has caused vulnerabilities in society, including the emergence of conflict and violent extremism and declining human values that have been counterproductive in providing human security.

 **Belief in the Almighty God**

The Belief in the Almighty God principal is meant to be a reflection for an open ideology in religion which can hold various interpretations of the religion you believe in. The value of God is universal. This value is not meant to be used as a cause or reason to fight for freedom or establishing a caliphate. Within the Indonesian criminal justice system, the concept of Pancasila is to prioritise human security, the justice of God, humanity and society. The legal values and community justice must not be compromised.<sup>18</sup> The Indonesian community, therefore, must obey the one and only God and the practice of the criminal justice and law enforcement is based on God’s rules. Since all humans are created equally, the criminal justice system must treat all humans equally including human rights and obligations. Human security and human rights are a fundamental right given by God. Any defendant/criminal has a right to protect themselves during a criminal process from the beginning. The investigation and the trial must be free from discrimination corruption and bribery including the police, the Judges and the people.<sup>19</sup>

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<sup>18</sup>Adawiyah & Rozah, Indonesia’s Criminal Justice System with Pancasila Perspective as an Open Justice System (2020) Master of Law, Faculty of Law, Universitas Diponegoro, Vol. 6 Iss. 2, 2020 p. 149 – 162

<sup>19</sup>ibid, 2020



## Humanitarianism (just and civilized humanity)

The second Pancasila principle, upholds strong and interconnected values especially within the legal system. Due to the nature and unity of humanitarianism, the criminal justice system and legal system must practice democracy. No matter what division / class an individual fall into, your human rights must be protected and always respected. To increase prestige in the Indonesian legal system in terms of extremism and terrorism based on religious ideologies combined with a legal framework, Article 2, Section (2) of Law Number 48 of 2009<sup>20</sup> needs to be reminded. It states the following:

State justice applies and enforces law and justice based on Pancasila...(CPC) that the Republic of Indonesia is a country of law that is based on Pancasila and the 1945 Constitution and upholds human rights as well as guarantee that all citizens are in the same before the law and government and are obliged to uphold the law and government with no exceptions.<sup>21</sup>

This is put in place to avoid human rights violations that impact human security. However, there has been controversial issues arise in the legal framework. Where political unrest has been present due to ethnicity, sectarian, religious and cultural differences. This principle and values are to respect without discrimination tribe, culture, religion, race and language.<sup>22</sup>



## The Unity of Indonesia

This principle is simply the presence of unity in diversity that welcomes the richness of local heritage and appreciates differences.<sup>23</sup> When unity is displayed in within the community it includes; religious, ethnic, regional, diversity, pluralism, relationships and public life with Pancasila and the discourse on values. When combining human security with the threat of extremism and terrorist organisations, the criminal justice system does not always prevail. This is due to the values not aligning within the community and the attitudes of civil society often underlies the criminal justice system. Indonesians live in a multi-cultural society and despite nationalism being of high value, the criminal justice system is non-negotiable. When Islam is adopted by radical and extremist groups, this changes the status quo of the community and goes against pluralism and tolerance often leading to violence.<sup>24</sup>

<sup>20</sup>Constitution of the Republic of Indonesia, 2/2009 Hosting of Just Power [2009] Law Number 48 accessed 1 September <https://www.global-regulation.com/translation/indonesia/2965928/act-no.-48-of-2009.html>

<sup>21</sup>Marbon. R, Hakim A & Sunggara M A. Legal Philosophy of Pancasila as The Paradigm of The Criminal Justice System: A Philosophical Criticism for the Loss of a Sense of Humanity (2019), Faculty of Law, Pancasila University, SHS Web of Conferences 54, Jakarta, Indonesia

<sup>22</sup>Adawiyah & Rozah, 2020

<sup>23</sup>Ibid, 2020

<sup>24</sup>Muhammad, A & Hiariej, E, Deradicalisation program in Indoensia radicalising the radicals (2021), Cogent Social Sciences, Vol, 7, Iss. 1, 5 April 2021

This can be viewed as threatening the rights of religious minorities. Radical Islamic groups pay attention to the socio-political issues and the issues associated with injustice within Indonesian law. The establishment of an Islamic state and Sharia law is a long-term goal.

Lack of unity can weaken political parties and create a divide and partisan. Meaning that voters can easily be swayed in favour of a cause and create bias due to lack of cohesion and ideological differences.<sup>25</sup> The judicial and criminal justice system must accept all national identities and a shared Indonesian culture including religious traditions to maintain unity.



### Consensual Democracy

This principle provides the deliberation of informed decision making. This value is formed on the basis to ensure democratic stability. This includes all parties, demographical locations and social class. Human rights and free competition is meant to include a stable political and justice system through the means of elections, legislative changes and the freedom of political and social settings in each community and village.<sup>26</sup>

Within the criminal justice approach, consensual democracy must be prioritised as to whether law enforcement follows up on a case or not. Democracy is based on the consensus of most of the people. If this fails to happen, humans' security will become compromised and safe space for discourse, free of threat and intimidation will be non-existent. Political freedom serves as a main function of Pancasila and if the legitimacy of the country is questioned and the interpretation of ideology is shifting, this could contribute to contexts which may lead to events including civil war, revolution, or violent uprisings. For example, democratic law may violate Islamic teachings and democracy is reluctantly seen as a legitimate political form of rule for Indonesia by Islamic parties.<sup>27</sup> This has been evident in former elections where Muslims are encouraged to only vote for Islamic parties to introduce Sharia in Indonesia.

Consensual democracy requires the decision-making structure to consider as broad a range of opinions as possible, and not just the opinions, needs and rights of the vote-winning majority.

<sup>25</sup>Lane M, Continuity and Change after Indonesia's Reforms - Contributions to an Ongoing Assessment, Yusof Ishak Institute (ISEAS Publishing, Singapore, 2019)

<sup>26</sup>Kawamura, K, Consensus and Democracy Indonesia (2011) Institute of Developing Economies, IDE Discussion Paper NO. 308

<sup>27</sup>Lane, 2029



It should be noted that within Indonesia’s administrative system and regulation in Lieu of Law No. 2/2017, community organisations can be dissolved and dismantled if they do not follow the principles of Pancasila or contrary to the values. This is conducted by the Ministry of Law and Human Rights and this regulation was used to dissolve the Indonesian Chapter of Hizbut Tahrir (HTI). This meant that the HTI was no longer legally recognised as it was opposed the ideology of Pancasila principles and values.<sup>28</sup> Consequently, the regulation could impose human rights violations when comparing western democracy (secular nationalism) and modern Islam with law and religious beliefs.



### **Social Justice (for all people of Indonesia)**

The Social Justice principle is to establish an environment to preserve basic human rights and safety regardless of religion. This includes the freedom of speech and privacy regardless of gender and civil liberties. This includes economic, social and cultural rights to all people in Indonesia. Pluralism needs to be advocated across all communities in Indonesia including the political parties and leaders. This has been controversial as of May 2021, the Supreme Court has ruled that public schools can enforce the wearing of headscarves to non-Muslim children to conform to culture.

To deter radicalisation, extremism and terrorist organisations, long-term preventative strategies need to be developed and maintained in both the social justice and the criminal justice system.

Social welfare for people in Indonesia is the basis of the legal foundation using the Pancasila principles and values. An individual should not be disadvantaged or repressed based on their economic or financial situation. This is part of the 1945 Constitution of the Republic of Indonesia, stating that the criminal justice system must follow humanity (human rights first) and give legal protection to their citizens.<sup>29</sup>

<sup>28</sup>Lane, 2019

<sup>29</sup>Adawiyah & Rozah, 2020

Hal ini dapat dianggap mengancam hak-hak minoritas agama. Kelompok-kelompok Islam radikal memperhatikan isu-isu sosial-paThe role of family, community, school and society are absolutely necessary in shaping the core foundation and values of Pancasila. This includes individuals and groups displaying strong ethics, participating in the public for religious harmony, being involved in public policy and showing respect for differences in ethnicity and race. Including the concept of management and utilization of natural resources in a plural nation.<sup>30</sup> Resources need to be available in all regions and for all religions. Due to the diversity of cultural systems in Indonesia, there has been risks to human security based on economic, political and cultural differences. Article 29 of the 1945 Constitution provides the premise that:

Every citizen can worship according to his religion and beliefs and that means no one can take away the rights of others or determine that what other people believe is wrong because the right to judge it is God himself.<sup>31</sup>

This narrative and justification tie the values and the relationship back the residing principle of Pancasila ‘Belief in the Almighty God’. It is important to note that Pancasila ideology will not deter or decrease radicalisation or improve deradicalization efforts. To reduce the effort of extremism, anti-western sentiment and Islamophobia, Pancasila can be utilised to counter the narrative to highlight religious neutrality<sup>32</sup> and a criminal justice system and state law that does not contradict Pancasila.<sup>33</sup>

Adopting a Human Security approach to addressing violent extremism through ensuring “freedom from want” and “freedom from fear”, and “freedom to live in dignity” for all persons is the most effective, long term means of tackling the problem of global insecurity and address structural and systemic or “macro” and “micro” drivers to radicalisation to violent extremism.

For this report, the human security responses in relation to violent extremism and terrorism can be considered primarily within the criminal justice system across three key dimensions:

- 1. Personal Security**
- 2. Community Security**
- 3. Political Security**

<sup>31</sup>ibid, 2019

<sup>32</sup>Temby Q, *Terrorism in Indonesia after Islamic State*, Yusof Ishak Institute (ISEAS Publishing 2020)

<sup>33</sup>Lane, 2019

Violent extremism and terrorism are growing threats internationally. Globally, terrorism has become increasingly difficult to manage for many countries, including Indonesia. As the fourth largest country in the world, and the third largest secular democracy, the economic growth and progress towards the advancement of human rights for all Indonesian's is reflected in record GDP growth rates and UN Treaty Bodies observations and reports. Conversely, the political approach to criminal justice has become increasingly problematic over the last two decades. The living conditions, standards, safety and threats to human life should be a priority within the criminal justice system, the community, and the government of Indonesia. Indonesia should protect individuals from any violent crimes against humanity including the use of violent extremism and terrorism that causes destruction and loss of life for political and religious motivations.

The Convey policy paper on 'Implementation Framework of Religious Moderation Policies (2021) states that 54.6% studied Islamic religious extension courses. The same respondents strongly agreed that the government should apply Islamic law. The survey results highlighted intolerance and exclusivism in multiple regions, circles and groups.<sup>34</sup> The results found big cities such as Jakarta and Makassar were intolerant of other religions. Another 32.9% agreed that Indonesia should run in accordance with religious law under a religious leader.<sup>35</sup>

To boost morale and decrease any signs of conflict between religions, the government will need to intervene to maintain a socio-religious environment., including prevention and intervention strategies to decrease the rise of violent extremism with evidence-based solutions in both the criminal justice system and policy areas. This will be able to bridge the gap to increase human security through numerous activities, community leaders (civil society) and friendly places of worship, including access to mass media and public spaces.

The national survey found that 59.9% of students have external/interfaith extremism. With 51.4% having an internal intolerance and 52.6% attitudes are more external extremism and 67.6% of students having an anti-western Islamism attitude.<sup>36</sup>

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<sup>34</sup>Jabali F, Awaludin A, Firdaus W M, & Hasan E F, Implementation Framework of Religious Moderation Policies (2021) PPIM, Convey Indonesia, Iss. 1 Vol 2. p. 1 - 33

<sup>35</sup>ibid, 2021

<sup>36</sup>ibid, 2021

To secure a safe future for Indonesia, human security needs to be developed from the ground up to ensure Indonesia's young generation can grow without fear of repercussions and discrimination based on their cultural identification and their religious beliefs. This includes mainstream education (elementary and high schools) and public universities are not subjected to narrowing religious content and are not vilified for not wearing a hijab or being taught anti-infidel chants during school activities.

The education system or freedom of education is a pillar in human security in Indonesia. Teachings in the classroom are to show fairness and balance of religious practices without being extreme. This includes tolerance and attitude to build social harmony, not destroy it. This is the main priority in maintaining a multicultural country.<sup>37</sup>

To build human security, freedom of religion should be encouraged, with any acts of violence resulting in casualties, destruction of any property or provoking ideologies that lead to terrorist related offences need to be flagged as a national security threat and be dealt with by the judicial system and constitutional court of Indonesia.

When asked what the most important security threat amongst the population of Indonesia was, threats such as military attacks, human rights abuse, and criminality are considered relatively low (24.5% in total) in comparison to unemployment, lack of food and natural disasters. However, it is still a quarter of the population. All citizens, residents and visitors to Indonesia have 'the right to feel secure and to be protected against threats from fear' as stated in the Regulation of the President of the Republic of Indonesia on the National Action Plan for Preventing and Countering Violent Extremism that Leads to Terrorism (2020-2024).

Within the criminal justice system in Indonesia there are 521 prisons, including several women and juvenile prisons. According to DGC data, as of July 2020, there were 405 violent extremist prisoners housed within 73 prisons across this system.<sup>38</sup> There are 150 convicted terrorists due to be released in 2021.<sup>39</sup> Due to Covid19, the prison system had to suspend visitations which in turn saw the emergence of clusters and groups form within the prison inmates. However, support, lectures and seminars have remained in place during the pandemic to deter and prevent further radicalisation.

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<sup>37</sup>ibid, 2021

<sup>38</sup><http://smslap.ditjenpas.go.id/public/krl/current/monthly/kanwil/all/year/2021/month/7/page/500>

<sup>39</sup>Rayda, N, In Focus: How Indonesian prisons are battlegrounds for deradicalization, (Channel News Asia, Asia, 13 March 2021) <<https://www.channelnewsasia.com/asia/in-focus-indonesia-covid-19-deradicalisation-terrorism-prisons-329616>> accessed 19 September 2021

# Development and review of a comprehensive programme to tackle the threat of violent extremism through the development of human security factors in Indonesia

Indonesia has been achieving progress towards developing and implementing social and economic developments throughout the country, including a specific focus on economic, personal, community and political security factors.

Despite this progress, violent extremism continues to pose a direct threat to personal safety, economic security, peace and human rights and weakens inclusivity, cultural practices and experiences of discrimination.

In 2019 a Programme was proposed to deliver a range of interventions and projects designed to address the human security factors impacting on violent extremism in Indonesia with a specific focus on East Java. The programme was designed to advance the objectives of the United Nations Trust Fund for Human Security. East Java was identified as a target region given the acts of violent extremism within the region and issues of community conflict recognised in the region. While specifically focused on the East Java region, many of the proposed interventions were designed to be replicable across Indonesia and potentially, the broader Southeast Asia region. Interventions and projects were developed to respond to the underlying root causes of violent extremism and were designed to be coordinated, comprehensive, people-centered projects.

A recent analysis of the root causes of violent extremism across Indonesia identified six main contributing factors of violent extremism leading to terrorism in the area; inadequate alternative or counter narratives, particularly with vulnerable populations; effective use of technology and internet to disseminate extremist messages; the division between community and individuals and the government; weaknesses in the criminal justice system; cycles of violent extremism; lack of knowledge in prevention and responses to violent extremism.

A range of local, national and international actors have been working to develop and deliver such a programme in Indonesia and include UNODC, UN Women and UNDP. The programme includes work across several community level and national government contexts and seeks to address the causes of violent extremism by building on existing foundations and programmes in a coordinated and considered approach. It is envisaged the programme will be an ongoing body of work which can fully utilise the human security approach to countering violent extremism.

Of the six root causes identified, weaknesses in the criminal justice system were identified as an area requiring programme development to directly address and implement policy that disseminates violence from a grassroots level. Some of the significant responses, projects and programmes which have been delivered within Indonesia to date include;

- The enactment of a new, comprehensive counter-terrorism legislation framework, including amendments, which enshrines human rights principles while ensuring clear legal and policy responses to combat terrorism through the criminal justice system. This has included expanding Indonesian legislation to reflect broader International Standards on criminalising participating in foreign conflicts as a way of addressing the foreign terrorist fighter phenomenon.
- Establishing the National Counter-Terrorism Agency (BNPT) as the coordinating agency for terrorism prevention nationally, supported by the formation of the Coordination Forum for the Prevention of Terrorism (FKPT) in the regions. FKPT support the use of local knowledge, skills and experience in the implementation of national policies, strategies and programs, ensuring local risks and needs are identified and addressed through local resources and solutions, allowing for local solutions to local challenges which empower local communities.
- The implementation by the Government of Indonesia of the 'United Nations Global Counter-Terrorism Strategy (revised 2018) and the Secretary-General's Plan of Action to Prevent Violent Extremism.

- The implementation of the ‘National Plan of Action for Preventing and Countering Violent Extremism that Leads to Terrorism’.
- The development of a background paper on ‘Implementing Elements of Promising Approaches to Prison-Based Disengagement for Violent Extremist Prisoners in Indonesia’.

Another implementation within the justice system and allied with UN Women and the Indonesian Government is the formation of the ‘National Action Plan on Women’ through the Ministry Regulation and Ministry for Human Development and Cultural Affairs in 2014. The work plans provided UN Women resources to build a solid foundation that supports government authorities to incorporate gender dimensions and human security into their counter terrorism work. The plan included technical advisory services, international experts/consultants, training, workshops and the development of Indonesia’s counter-terrorism framework.<sup>40</sup>

To protect human security and reduce online radicalisation, the Indonesian government have increased the monitoring in the cyberspace domain and extremist and terrorist networks. This includes promoting peace via religious education in countering violent extremism in Indonesia (known as the Convey Project). The program is a partnership with the UNDP and the State Islamic University in Jakarta. The program is a preventative strategy and focuses on early detection in the beginning phases of violent extremism targeted at youth. A critical component is building strength and commitment to entice active involvement of teachers and students to deter violent behaviour and radicalism.<sup>41</sup>

<sup>40</sup>HS Programme, Tackling the threat of violent extremism and its impact on human securities in East Java (2019) United Nations Office on Drugs and Crime (UNODC), Indonesia

<sup>41</sup>ibid, 2019

# Elements of Promising Practices in Indonesia

Reviewing some of the activities and programmes identified through the stakeholders' interviews currently being implemented across Indonesia to counter violent extremism and terrorism within the criminal justice system, there are many initiatives and activities which demonstrate elements of promising practice to be built upon. The following highlights elements of promising practices that have been identified across legal, policy and practice contexts and reflect approaches that are informed by the key principles of a human security approach.

## People-Centred

- Initiatives from the Ministry of Social Affairs such as developing guidelines and design of re-entry/halfway Houses for former VEPs, seeks to support and monitor the re-entry to communities of VEPs and increase individual experiences of safety within communities by monitoring those convicted of violent extremist offences.
- Law of The Republic of Indonesia Number 5 the Year 2018, the amendment to the provisions of Article 6, which sets out punishments for anyone who deliberately uses violence or threats of violence that creates a sense of widespread terror or fear reflect laws which protect all individuals, including minorities and promotes community security principles where all individuals are free from the threat of identity-based tensions.
- UNODC's 'Guideline on Social Rehabilitation Programme for Former Violent Extremist Offenders in Indonesia – Volume 2' provides a range of guidelines and recommendations to support community-based measures to strengthen the social reintegration and rehabilitation of former VEOs. Personal, community and political human security factors can be impacted by the success of reintegration of former VEOs into communities. These guidelines seek to address the factors which contribute to these risks by engaging community leaders and organisations in traditionally criminal justice system responses and strategies to ensure the individuals successful reintegration.



## Comprehensive

- The 2021 National Action Plan on Preventing and Countering Violent Extremism is focused on aligning agencies and communication. Prevention strategies delivered under the National Action Plan for Preventing and Countering Violent Extremism that leads to Terrorism are working and will continue to do so as the judicial system and supporting the government and non-government organisations continue to develop their knowledge and skills at implementing the strategies, which will keep the number of deaths due to terrorist attacks relatively low.<sup>42</sup>

No	Organisation	2019	2020	Ideological Stance
1	JAD	112	12	Pro-ISIS
2	MIT	22	23	Pro-ISIS
3	Other ISIS supporters	160	134	Pro-ISIS
<b>Total Pro-ISIS arrests</b>		<b>294</b>	<b>169</b>	<b>Pro-ISIS</b>
4	Jemaah Islamiyah	26	63	Anti-ISIS
Total Arrests		320	232	

**Fig. 3: Comparison of ideological nature of Indonesian Terrorism Arrests in 2019 and 2020**

- Presidential Regulation Number 7 of 2021 requires a whole of government responsibility for addressing violent extremism. This supports collaboration and enables multi-agency approaches, including utilising other organisations and expertise to comprehensively address drivers across the seven dimensions. The establishment of FKPT within this framework responds to the community security drivers of violent extremism by enabling community participation and decision making.

<sup>40</sup>Institute for Policy Analysis of Conflict (IPAC). Terrorism recidivism and planned releases in Indonesia (2020) IPAC Report No. 66; p. 3 <<http://www.understandingconflict.org/en/conflict/read/95/Terrorism-Recidivism-and-Planned-Releases-in-Indonesia>> accessed 1 September 2021

## Context Specific

- Developing local and community specific programmes and activities such as MOSA's newly developed concept halfway house for previous VEP's, Tabula Rasa Halfway House or the utilising of CSO such as Wahid Foundation to implement village action plans to prevent violent extremism and terrorism, support and empower local initiatives and capabilities to combat local drivers and insecurities.
- The Protection House and Trauma Centre (Rumah Perlindungan and Trauma Centre RPTC) are provincially located social housing facilities managed by MOSA to temporarily accommodate victims of crime, including victims of human trafficking. Given the increase of deportees from conflict zones, RPTC's such as Bambu Apus in Jakarta also houses returning foreign terrorist fighters, especially women and women and families while investigations are conducted by Densus 88 into the activities of those who have returned from possible criminal charges. These facilities respond to the specific needs of those individuals they house, within the communities and specific contexts they are located.
- UNODC's 'Training Manual on Rehabilitation and Reintegration of VEOs' provides a consistent and rights-based response to the rehabilitation of VEOs. This manual seeks to provide those working with VEOs the necessary knowledge, background theory, underpinning international standards and effective practices to enhance and support disengagement, rehabilitation and reintegration. This approach is particularly important in Indonesia, where VEOs are housed in across 109 separate prisons within the prison system, only one of which is specifically designated to house VEOs. This dispersal model of VEOs, if not managed with consistent and evidence-based practices, can present risks of 'containment', where VEOs influence other, often vulnerable, prisoners, potentially radicalising others within the prison population.

## Prevention Oriented

- DGC's development of Guidelines and Standard Operating Procedures on Critical Incident Management in Correctional Facilities seeks to build responses to critical incidents such as natural disasters, fire incidents, tsunami and riots, for those being held in facilities and most vulnerable. Moreover, training on verbal conflict de-escalation is also useful to enhance the DGC's staff capacity to deal with various scenarios, including dealing with VEPs.

Community Policing Training on Preventing Violent Extremism supported by POLRI

- and The Jakarta Centre for Law Enforcement Cooperation (JCLEC), seeks to address human rights violations and community perspectives regarding law enforcement and government officials, which can create insecurity and perceptions of injustice or grievances which can become push factors for individuals to radicalise to violent extremism. Educating and supporting Police to understand and address or eliminate possible drivers to violent extremism.

# Lessons Learned through implementation in Indonesia

While there are many elements of emerging promising practices demonstrated throughout the programmes and activities being undertaken in Indonesia, a number of opportunities for further development were also identified. Many of these opportunities are reflective of feedback and considerations from stakeholder interviews and relate to gaps identified in the implementation of current legislation, policy and practices across the criminal justice system for the management, rehabilitation and reintegration of VEO's.

## Legislation

- A complicated legal and regulatory framework impacts systemic and practitioner implementation of principles and practices. Indonesia has undertaken a review of legislative frameworks and powers and made amendments to support the eradication of criminal acts of terrorism, however, there remain gaps and a disconnect between the national government's regulations and the implementation of these at a sub-national level into practice. Presidential Regulations are not being successfully disseminated at local government levels. Local governments have a limited understanding of the regulatory responsibilities and believe it is the responsibility of the national government to implement.
- Attacks on civilians by using political violence have been from both 'radical' Muslim groups and non-Muslim military attacks. The physical safety and wellbeing of all individuals and their human rights must be upheld regardless of their religion and political stance. Members of radical Muslim groups have claimed that the government is suppressing other radical groups that are not Muslim and stating their attacks are not considered 'terrorism'. This comes from the Organisasi Papua Merdeka (OPM) a military group that is Christian based. In 2018, an OPM member killed more 31 Indonesian construction workers but did not qualify as a 'terrorist attack'.<sup>43</sup> In response, the Indonesian Government deemed OPM a terrorist organisation in April 2021. Legislation and Regulation should regularly be reviewed and strengthened to ensure it does not contribute to hostility by singling out or exceptionalising any specific ideological foundation of violent extremism and that it remains current with the risks and threats of various forms of violent extremism present within communities and the broader national and international contexts.

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<sup>43</sup>Nakissa, 2020

## Policy

- Currently guidelines or policies do not exist for the rehabilitation and reintegration of returning foreign fighters who are not charged with terrorism offences in Indonesia. These individuals may receive rehabilitation interventions, but not reintegration support or monitoring and are often released back into communities without assistance from local governments. There is also no guideline to differentiate the treatment between foreign terrorist fighter returnees and victims of human trafficking, with many practitioners identifying this as a major gap impacting on both the provision of services and the protection of vulnerable victims and community members from potential risks associated with un-managed RFTF's.
- There is confusion and ambiguity among practitioners and organisations regarding the responsibilities for rehabilitation and reintegration of VEO's throughout the criminal justice system. Stakeholders reported a lack of clarity about which organisations are responsible for the management of VEO's at various stages throughout the individual's journey through the criminal justice system. Some specific complications identified include the roles of MoSA, which is responsible for the social rehabilitation, security, empowerment, protection and poverty eradication across the national social sector, and the role of Subdit Rehsos BWBP under RSTS and KPO who is responsible for providing special services of social rehabilitation for those citizens who have violated social, ethical, legal or religious norms (such as criminal offending), in order to support their return to 'optimum social function'.
- Subdit Rehsos BWBP provide this social rehabilitation program for all former prisoners, including former VEOs, DGC provide the rehabilitation and preparation for reintegration while prisoners remain incarcerated, and this then transfers to P&P and MoSA upon release with the focus on social rehabilitation and reintegration.
- As a result of these various organisations and responsibilities, the social rehabilitation of VEO's requires complex coordination and collaboration between various Central Government organisations, Regional Government organisations, NGO's, CSO's and community leaders, with no apparent overarching coordinating or management function.

## Practice

- Early identification and responses to violent extremist narratives are integral to a human security approach within both communities and criminal justice services. Prison populations are considered particularly vulnerable to the influence of violent extremist narratives and propaganda. Stakeholders reflected that to date, they felt there has been limited focus on training and supporting prisons staff to identify and respond to indicators of radicalisation within prison populations, despite the high proportion of prisoners who are considered VEPs.

Detainees who spend extended periods of time in custody prior to being determined or sentenced do not receive assistance or intervention and cannot be

- transferred to facilities that are able to provide this assistance. Many stakeholders report that at times, even when detainees are sentenced, they cannot be transferred if there is any paperwork incomplete or missing. This results in these individuals not receiving any support, assessment or interventions, for often lengthy periods of time. A lack of support or intervention can contribute to individuals' perceptions of injustice and may contribute to further security concerns.

Practitioners identified a lack of opportunities or options, within many communities, for support of VEO's when returning. While legislation, regulation

- and policy reflect the need to engage local government and community services to support reintegration of VEO's upon release, it was reflected through the stakeholder interviews that in many regional communities, these services and organisations do not exist. It was identified that to support the mandated reintegration practices, more coordinated partnerships with civil society organisations and the business sector are required at the sub-national level.

- There is a gap in responsibility and delivery of services to deportees with MOSA and BNPT not offering services for individuals returning to communities because of being deported from other countries. These individuals have not been charged with terrorism offences but may have been deported from other countries because of violent extremist behaviours or convictions. Upon return to Indonesia, they are treated differently than those who have been convicted in Indonesia of terrorist offences and released from prison back into the community. The response to deportees should focus on individual risks and needs assessments, followed by individual, tailored services and interventions which address the factors relevant for each individual. As with VEP/VEOs, experiences of need will vary, some deportees may refuse to return to their extended families as they may have a perception that their family have different ideals and principles, where for others they may wish to return to their families, however it is the families who may not wish to accept the deportee for a variety of reasons. This example highlights that in each case, family intervention and support may be a prioritised service, but what is done, and who with will be specific to the circumstances of each returnee.
- Despite extensive provision of training and development within many of the Government departments involved in the criminal justice system management of violent extremism, there has been limited opportunity or focus on the development of social services knowledge, skills and ability to provide reintegration assessment, coordination and monitoring at the sub-national or community level. Development of this local or community/region-based knowledge and skills must be supported by activities and policies at the national level.
- Maintenance of long-term preventative strategies against radicalisation and these plans to be a priority of the state.

# Recommendations for future opportunities

To effectively address violent extremism, a human security approach to criminal justice which is holistic, context-specific and person-centred is a necessity. The UNODC led Programme, originally developed to tackle the threat of violent extremism and its impact on human securities in East Java, was designed to provide foundation and a catalyst for further work and development across Indonesia and beyond. The ongoing monitoring and evaluation of the projects and delivered as part of this Programme have contributed to the identification of the promising practices and lessons learned outlined in this report. These promising practices and lessons learned are used to inform a range of recommendations to strengthen the development and implementation of legal, policy and practices which support a human security approach to countering violent extremism at both the national and provincial level within Indonesia, where national level activities are replicated in a coordinated, consistent manner, guided by local community priorities and needs.

These recommendations are likewise informed by the feedback obtained from practitioners through stakeholder interviews with those working across the criminal justice system in Indonesia.

Key recommendations for utilising the human security approach to strengthen criminal justice system responses to violent extremism within Indonesia include;

- Consideration be given to develop Regulation which supports the provision of Social reintegration to those who are returning from conflict zones as deportees who have not been the subject of Indonesian legal and criminal justice prosecution and sentencing.



- Improvements are made to the information-sharing policy relating to VEPs. With a policy reflecting a ‘need to share’ approach to information sharing between agencies responsible for the management and rehabilitation of VEPs.

Consideration is given to clarifying the coordination function and role for oversight of the management of VEPs within the criminal justice system to facilitate the development and monitoring of rehabilitation and reintegration interventions and engagement with the local community and government stakeholders.

- of the management of VEPs within the criminal justice system to facilitate the development and monitoring of rehabilitation and reintegration interventions and engagement with the local community and government stakeholders.

Consideration is given to implementing a separate body that assists with having a civil society formed from the grassroots community centres.

- Improvements are made to the administrative and operational transfer process of VEO’s, so detainees can access support and intervention at the earliest possible opportunity within the criminal justice system.

Consideration is given to the development of a specially trained and supported task force to support the reintegration of VEPs as this is a critical point in the political, personal and community security approaches

- political, personal and community security approaches

Consideration is given to the training and support of former VEPs and VEOs to participate in the Social Reintegration process of VEOs and RFTF as ‘formers’ or ‘mentors’.

- ‘mentors’.

Explore options for providing pre-adjudication services based on risk and needs assessments as many VEPs spend lengthy periods of time incarcerated without specific service delivery. This early intervention can then be built upon during periods of committal and post release. This will seek to address the stigma and opportunities for those pre-adjudicated to influence or radicalise others.

- specific service delivery. This early intervention can then be built upon during periods of committal and post release. This will seek to address the stigma and opportunities for those pre-adjudicated to influence or radicalise others.

- There is an opportunity to also provide services and support to the victims, individual or community, of terrorism offences. A program or service which seeks to do so in conjunction with the support and interventions offered to former VEOs will seek to address perceptions within communities about potential disparity and counter occurrences of social jealousy, a phenomenon also addressed throughout many African countries.

Consideration be given to streamlining the assessment process for individuals and

- coordinating a multi-agency assessment which places the individual at the centre and allows agencies to contribute the information and knowledge they have about the individual, the capacity of the community and the opportunities for rehabilitation and reintegration. This assessment should occur as early as possible, and include law enforcement, corrections, government and CSO's to develop and deliver person centered assessment and intervention across the justice response.

Internationally, every country is working to address the risks to security posed by violent extremism and terrorism. Like Indonesia, many countries are now looking

- to the human security approach to inform and underpin programmes, activities and interventions to address insecurities within their country and population contributing to the drivers to violent extremism and terrorism. As this approach continues to grow, countries will benefit from ongoing review and evaluation of the emerging promising practices it delivers. Indonesia is well placed to build upon the developments and activities achieved so far. Reviews such as this one, will benefit the development of this approach within Indonesia, and globally. To maximise the effectiveness of the approach, reviews should be regular, ongoing and comprehensive.

# Conclusion

Indonesia's adoption of a human security approach to underpin and inform its activities, programmes and interventions to address violent extremism across the criminal justice system is demonstrating emerging promising practices despite its infancy. Human security recognises that traditional security approaches which place the responsibility and capability of security solely within the state, fail to address many of the key drivers and contributors to insecurity, and fail to acknowledge the critical and important role played by individuals, communities and non-state actors in the development and sustainability of security.

Many of the drivers and root causes of violent extremism and terrorism include experiences or perceptions of injustice, lack of economic resources or opportunities, social isolation or alienation and exposure to ongoing violent conflict. Human Security emphasizes the importance of preventing insecurity by addressing the factors which underly individuals' experiences of security involving personal, environmental, political, economic, food, health, information technology and community components. Given the alignment between the drivers and factors related to security and the drivers and root causes of violent extremism and terrorism, adopting a human security approach to address violent extremism and terrorism will enable the identification of priorities and opportunities based on the actual needs, vulnerabilities and capacities of states, individuals and communities. Human security approaches to CVE which focus on addressing insecurity through comprehensive, people-centred, context-specific and prevention-oriented interventions and actions are advancing internationally, with Indonesia's experiences contributing to this development.

The objective of this report was to identify and document promising practices concerning the human security approach to enhancing the criminal justice response to violent extremism, with special reference to the undertakings of the Guyub Project in Indonesia. In doing so a number of emerging promising practices were identified including; the development and implementation of community based, context specific services, programmes and interventions such as the Tabula Rasa Coffee House, the prevention-oriented development and delivery of training and education packages to a variety of stakeholders throughout the criminal justice system including the Community Policing training delivered, and overarching policy development such as the National Action Plan for Preventing and Countering Violent Extremism that leads to Terrorism which reflects a comprehensive response considering responses to violent extremism and insecurity across the seven domains of human security. These emerging promising practices demonstrate alignment with the key principles of human security approaches and reflect practices which, with continued monitoring and evaluation, will strengthen the countries commitment to CVE.

As with the development of any new approach, this review has highlighted a number of areas for development as a result of lessons learned so far. These lessons learned were identified and highlighted through stakeholder feedback interviews and reflect gaps across the legislative, policy and practice domains. Integrating these lessons learned and international examples of the adoption of the human security approach to CVE developments, a range of recommendations have been made to support and strengthen Indonesia's current framework, programme and activities.

The original UNODC led Guyub Programme, developed to tackle the threat of violent extremism and its impact on human securities in East Java, provides a strong foundation for further work and development across Indonesia. The current Programme and approach is well placed to continue to demonstrate promising practices and with further review and evaluation of its impact and outcomes, will serve to provide international best practices in the use of the human security approach to CEV within criminal justice systems.

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