

***De-Radicalization Style in Indonesian Pilot Prisons:  
Classification Scheme to Support Risk Reduction Theory***

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**Abstract**

In order to tackle radicalism and terrorism phenomenon in the 21<sup>st</sup> century that become a more serious threat for national security, countries in the world have been implementing various soft approach methods and techniques that adjusted to domestic wisdom of the respective countries. In Indonesia, the so-called de-radicalization program has been designated for its terrorist prisoners who serve their sentence in prisons. Numerous studies analyze its advantages and weaknesses, and some have identified its failure. Purpose of this study is to analyze the failure of the Indonesian de-radicalization program and identify its causes. This study uses qualitative method, which supported by data that collected through literature review, observations, and interview sessions. Among some of the causes, previous studies show that lack of post release (after-care) program, in addition to minimum monitoring and evaluation system, have an impact on recidivism. That said, former terrorist inmates have been identified returning violence and involve in terrorism. Further in this study, it develops risk reduction theory that requires behavioral change of terrorist inmate, in order to reduce the risk of recidivism. An inmate classification scheme is used to measure risk level of each inmate, and intended to identify prison assignment, the required level of supervision and control, as well as identifying appropriate de-radicalization program for each terrorist inmate. Prisons in Nusa Kambangan Island are designated as pilot prisons of this project. The Indonesian prison authorities keep developing the risk reduction and the inmate classification scheme, working closely with relevant parties in order to achieve success.

**Keywords:** Terrorism, prison, risk reduction, inmate classification scheme

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## Introduction

A more critical issue comes in the 21<sup>st</sup> century in the forms of radicalism and terrorism, the more serious threat for national security. France intelligence agency discovers that 1,300 France citizens involved in ISIS jihadist network, while 2,000 others were radicalized (Hecker, 2018; in Nguyen, 2018, 3-4). Terrorist attacks in 2018 send the worst impact for the Philippines and Thailand, and that terrorism was getting worst in 2018 for Indonesia (Institute for Economics & Peace, 2019, 41). A study even identified an increase number of Indonesian citizens who become ISIS members. In 2014, the number reached 56 people, and it increased 966 percent in 2015, becoming 541 people (Sugara, et.al, 2018, 56).

World countries have been implementing various soft approach methods and techniques to tackle radicalism and terrorism. While Germany adopted family counseling program (Koehler, 2013, 201), France is identified applying laws and regulations that targeting terrorists and jihadists, and the radicalized adults and children (Nguyen, 2018, 34).

Asian de-radicalization program are mostly targeting inmates and granting sentence cut for their participation, so terrorists will be early released. However, the terrorist inmates are identified targeting the early release instead of being de-radicalized (Dechesne, 2011, 3). On the other side, former terrorist inmates are still involved in terror attacks against US and its allies in Afghanistan and Iraq (Horgan & Artier, 2012, 84). Similar in Indonesia, former terrorists were involved in JW Marriott and Ritz Carlton Hotel terrorist attacks in 2009, and Jakarta Thamrin Bombing in 2016 (G4S Risk Resulting, 2016, 2). In addition, the riot and escape incidents that occurred in Tanjung Gusta Indonesian prison in 2013 was masterminded by Fadli Sadama, a terrorist inmate who managed to escape from the specified prison (Kompas.com, 2013b; in Suarda, 2018, 104).

The Indonesian National Counterterrorism Agency (BNPT) has been applying various de-radicalization methods, targeting terrorist inmates in Indonesian prisons. Numerous studies identified its advantages and weaknesses, as well as its failures. Among some of the causes, previous studies identified that lack of post-release program for former terrorists, as well as the lack of formal, thorough evaluation and assessment system, have increased the recidivism rate (Eckard, 2014, 161-164; Samuel, 2016, 56; IPAC, 2014, 7-14; Taufiqurrohman and Arianti, 2014, 15-16).

De-radicalization is identified as a form of change that requires cognitive and physical changes, which are ideological and behavioral changes (Horgan, 2009; in Horgan & Braddock, 2010, 280). While de-radicalization is not only reversing radicalization process (Moghaddam, 2009, 281-282), de-radicalization is also identified as a strategic approach, not soft approach (Dechesne, 2011, 288). As such, this study analyzes the failure of de-radicalization program in Indonesia and identified its causes.

## Theoretical Framework

As targeting ideological changes is considered ambitious and an outdated idea (Sumpter, 2017, 114; Wiwoho, Pujiyono & Triyanto, 2017, 2577-8), this study further describes risk reduction theory that requires behavioral changes of terrorist inmate when they are serving their sentence in the prison, and outside the prison when they are released (Horgan & Braddock, 2010, 280). Risk reduction is intended to terrorist prisoners so they will not return to violence, and it must use different approach to each terrorist in order to gain information on motive and backgrounds, to determine his risk factors (Horgan & Altier, 2012, 88-89).

A study shows that risk factors will impact assessment tool, and that the tool will predict recidivism tendency of individual (Berkell, 2017, 296). In US and Western countries, the assessment tool has been used since 1970 in their prisons in order to modernize their prison system. In addition to measure risk level of inmates and preventing recidivism (James, 2018, 3), the assessment tool that is called Inmate Classification Scheme (ICS) is also an important element in prison management and benefited prison authorities, in the areas of security and rehabilitation program for inmates (Austin, et.al. 2001; Dowdy, et.al. 2002; in Narag, Galehan, and Jones, 2018, 341-342).

The ICS will assist prison authorities to determine unit assignment, the required supervision and control, as well as appropriate rehabilitation program for inmates. The appropriate unit assignment will ensure safety of prison officer as it reduces security and order disturbance. In addition, if inmate participates in appropriate rehabilitation program, then risk of recidivism will also reduce (Narag, Galehan, and Jones, 2018, 343).

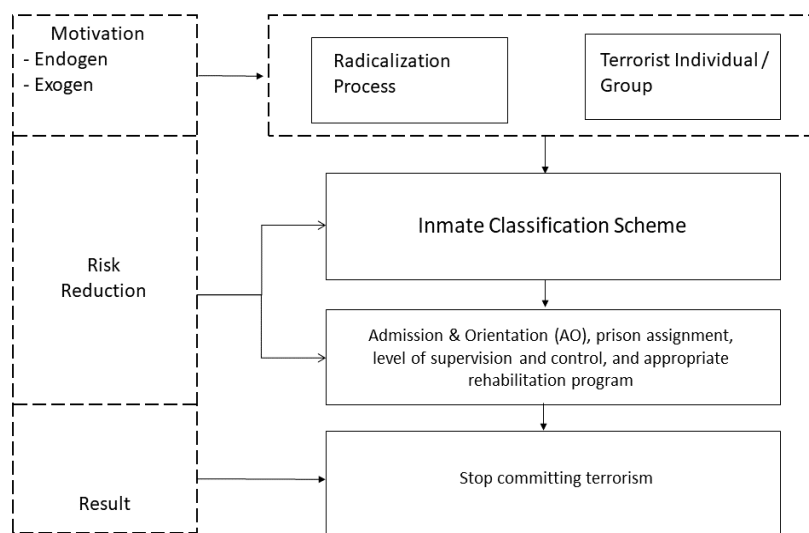


Figure 1. Risk Reduction and ICS Theoretical Framework for Indonesian Prisons

There are at least two prisons in the US have been using ICS. Arizona Department of Corrections (ADC) has been using ICS to determine unit assignment for its inmates based on their level of risk to the officer, public, and to other inmates. ICS will be used to assess new inmates, then every six month for evaluation (ADC, 2010: 1-3). Meanwhile, California Department of Corrections and Rehabilitation (CDCR) has been using ICS to monitor the safety of its inmates and officer, as well as to prevent escape (Petek, 2019, 5).

## **Methodology**

This study uses qualitative method and supported by data that gained from previous studies, observations, and interview sessions. Indonesian prison authorities are currently developing a de-radicalization style that targeting behavioral change of terrorist inmates, supported by a developing classification tool to determine their risk level. The result will determine their assignment in a super maximum-, maximum-, or medium security prison.

## **Discussion**

The Indonesian prison authorities issue a regulation in December 2018 concerning revitalization of the Indonesian prison system, in order to optimize and strengthen the implementation of correctional services. It regulates specialized prison officer, Case Manager who is called *Wali* or *Pamong*, to perform a series of monitoring and log-in activities relevant to behavioral and attitude changes of terrorist inmates from inside the prisons. Correctional Mentors are then assigned to perform rehabilitation activities in Parole Facilities, outside the prison, when the terrorists are released. Prisons in Nusa Kambangan Island, Central Java, are designated as pilot prisons of this project.

The Indonesian prison authorities impose a one-man, one-prison-cell system for high-risk terrorist inmates in its super-maximum and maximum security prisons in the island. While they keep developing the risk reduction and the inmate classification scheme, the Indonesian prison authorities have also been working closely with relevant parties in order to achieve success.

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