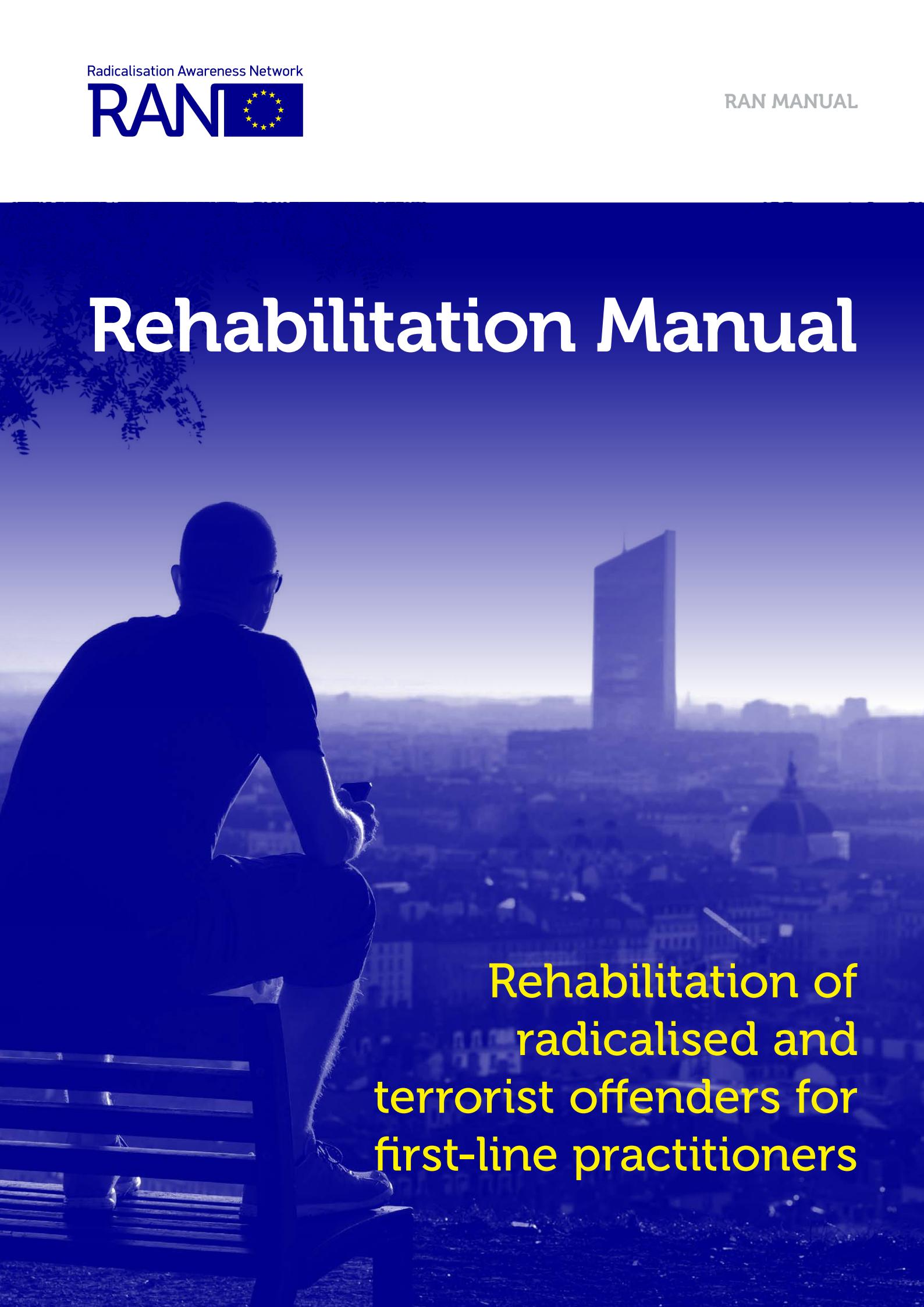


Rehabilitation Manual

A person is seen from behind, sitting on a wooden bench and looking out over a city skyline at sunset. The person is wearing a dark t-shirt and shorts. The city skyline features a prominent tall, modern building and a domed structure. The sky is a mix of orange and blue.

Rehabilitation of
radicalised and
terrorist offenders for
first-line practitioners

Product of the Radicalisation Awareness Network
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Rehabilitation Manual

This manual offers guidance to first line practitioners regarding the rehabilitation of radicalised and terrorist offenders inside as well as outside of prison.

Executive summary

Rehabilitation of radicalised and terrorist offenders

- **Rehabilitation** is a comprehensive process, ideally resulting in the rehabilitated person leading a self-determined and self-sustained life in a democratic society, without adhering to extremist views or participating in extremism-inspired activities (including violence).
- For this target group, the rehabilitation process involves **the following three elements**:
 - **deradicalisation** (behavioural disengagement from extremism-inspired activities and violence, plus cognitive distancing leading to rejection of extremist views);
 - **integration** (combination of social integration into communities and functional integration into contexts such as employment, housing and healthcare);
 - a long-term period of **stabilisation**, during which positive outcomes of previous processes are internalised, reinforced and consolidated.

Actors relevant to the rehabilitation process

- Three types of actors exist: professions, institutions and social environments. A given institutional context/background will influence actors' professional perspectives, assumptions and behaviour. It will also affect how they are perceived by prisoners. While some professions may be situated in different institutional contexts (e.g. social workers working for civil society organisations (CSOs) as well as those working for the prison administration), their focus and objectives may also differ according to their institutional affiliation – which often influences the level of trust prisoners place in them.
 - Relevant professional roles include prevention/countering violent extremism (P/CVE) specialists, social workers, psychologists and religious counsellors. Ideally, the acting case manager occupies one or more of these roles.
 - Relevant institutions include the judiciary, prison administrations and service, probation agencies, municipalities and local authorities, law enforcement agencies, intelligence agencies and civil society organisations.
 - Relevant social environment subgroups include communities and families.
- Across the different phases, actors may adopt different and/or changing roles, levels of involvement and responsibilities for rehabilitation processes. In the absence of a P/CVE specialist to manage the case throughout all phases, other professions might have to additionally function as P/CVE specialists, to meet the unique rehabilitation needs of this target group. Regardless of the exact configuration of various professions working on a case, it is vital to the process that all actors work together in multi-agency cooperation.

Recommendations

The radicalised or terrorist offenders themselves are always the most decisive actors in the rehabilitation process. **Without their active engagement and commitment, rehabilitation efforts are futile.**

1. Plan and initiate rehabilitation measures **as early as possible**. Constantly (re)evaluate when specific measures can and should start, depending on the individual's personal development.

2. **Involve as many relevant actors as possible in the development and definition of goals and options** for the individual's particular process from the start (taking into account specific abilities, social contexts, etc.). Multi-agency cooperation and understanding are key here.
3. **Invest in strong multi-stakeholder and multidisciplinary relations**, to carry out rehabilitation processes as joint efforts.
4. **Clearly define and communicate different actors' roles and responsibilities** during each phase. **Define a leading role during each phase, taking into account particularities of different administrative structures across EU Member States.**
5. **Continuous monitoring is one of the most crucial and constant elements** of rehabilitation, forming the basis of any meaningful measurement of 'success'. This includes **risk assessments** carried out by law enforcement agencies or prison administration.
6. **Involve and enable civil society organisations (CSOs) as independent actors** to provide specialised expertise (e.g. P/CVE specialists) and run deradicalisation programmes and/or family or community empowerment and cohesion measures. CSOs are uniquely positioned to build trust with radicalised or terrorist offenders, because they are perceived as distinct from state actors. They can serve as a bridge, linking to communities.
7. **Engage communities, families, municipalities and local authorities**, to ensure a smooth transitional period after release.
8. Consider **relocation**, if necessary.
9. **Prevent and counter stigmatisation** and discrimination at all levels.
10. **Consider age, gender, religious and ethnic aspects and differences** throughout all steps when designing programmes; do not hesitate to include external experts.

Phases of the rehabilitation process

The rehabilitation process has **seven distinct phases**.

- ***Being judged: Pretrial detention and investigative custody (Phase 1).*** The main objective of this phase is to provide psychosocial support to minimise further grievances, and ideally to slow down ongoing radicalisation processes until dedicated rehabilitation work can begin after sentencing.
- ***A new reality: Reception (Phase 2).*** The most important objectives in this phase are to ensure a smooth transition to life in prison, provide psychosocial support and minimise grievances, so as to encourage openness to engage in the rehabilitation process.
- ***Putting time to use: Serving the sentence (Phase 3).*** In most cases, this phase is the longest. Consequently, in this period, all relevant actors must jointly make significant strides that serve as groundwork for rehabilitation. The principal objectives are to motivate offenders to keep participating in all aspects of the rehabilitation process – supported by a joint effort from all relevant actors.
- ***Tackling the inevitable: Preparation for release (Phase 4).*** This phase is one of the most critical transition periods; close accompaniment is therefore crucial. The main objective is to design a post-release plan detailing the necessary steps for offenders, once released. This plan is based on a rigorous and realistic assessment of their personal capacities and prospects of social and functional integration, after release.
- ***A new 'normal': The first months post-release (Phase 5).*** During this phase, ex-prisoners are likely to experience multiple crises linked to the readjustment process to life outside prison. The primary objective is to support ex-prisoners post-release throughout the readjustment, including expectation management and comprehensive accompaniment of individuals.
- ***Gaining traction: Reintegration (Phase 6).*** The chief objective here is to utilise existing connections with positive social contacts, or enable the creation of new ones, as well as expand and strengthen social and functional support networks for further long-term rehabilitation.

- **On track: Stabilisation (Phase 7).** Occurring years after individuals have been released from prison, this is the final step in rehabilitation. The principal objective of this phase is to strengthen positive capacities and integration, as well as achieve independence from the additional support structures provided during the previous phases.

Cross-cutting issues

Certain reoccurring issues and problems arise in all phases and for all actor types: these must be taken into account by those planning and implementing rehabilitation processes.



DIFFERENCES FROM 'REGULAR' OFFENDERS (i.e. those convicted of crimes unrelated to radicalisation, extremism or terrorism and not radicalised in prison). Radicalised people may pose a threat to other offenders, due to recruitment efforts or ideologically driven violence. At the same time, they may also face stigmatisation and violence from the general prison population, or conversely, could be idolised as heroes by some. Generally, additional rehabilitation measures in the form of deradicalisation are required for radicalised offenders.



GENDER. Criminal behaviour differs along gender lines; therefore, gender-specific measures should be applied. There must be an ongoing and continual process of reviewing and reconsidering gender-based assumptions about offenders.



AGE. This factor must be taken into account when forming realistic expectations of what could be achieved in terms of integration after release. Careful and thorough consideration is required when designing individual rehabilitation plans and related measures.



STIGMATISATION. Also related to gender and age, stigmatisation is a matter of particular concern for all offenders of minority status (religious minorities, sexual minorities, ethnic minorities, etc.). Feelings of (perceived) stigmatisation play a key role, both in radicalisation and deradicalisation processes; they need to be prevented and/or countered by all actors involved. Stigmatisation based on minority status and on the notion that the extremist mindset cannot be changed widens the gap that has to be breached for rehabilitation.



RISK ASSESSMENT. This should be an ongoing process, carried out by law enforcement agencies and/or intelligence agencies and the prison service throughout all phases, so as to ensure a comprehensive understanding of change (or lack thereof).



MULTI-AGENCY COOPERATION. Close cooperation and clear legal frameworks for information-sharing between different state authorities and relevant CSOs are necessary, to ensure that all actors have all the information they require as well as the relevant legal protection necessary for working in this sensitive context.



PERSONAL CRISES. These can occur at any given point throughout the process. While some crises may be anticipated thanks to an understanding of the phases and associated challenges particular to a given individual, others, such as the loss of family members, may arise without warning. Such crises have the potential to significantly derail people's abilities to resist re-radicalisation or continue deradicalisation.



MEDIA. Intense media coverage will most likely accompany all high-profile cases of terrorist offenders, and sometimes also cases of people radicalised in prison. Legitimate public interest in these cases must be taken into account throughout the process, to support evaluation of which measures are needed for safe reintegration upon release (e.g. providing a new identity and relocation). This is also important for actors working with families and communities who might involuntarily be exposed and face unjustified societal backlash.

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Introduction

- Rehabilitation is not optional.
- This manual offers guidance on how to facilitate the various stages (or phases) of the rehabilitation process.

Rehabilitation, especially when addressing radicalised and terrorist offenders, is not optional. Our criminal justice and prison services are currently facing increasing numbers of offenders convicted of terrorism-related domestic crimes or assessed as radicalised, as well as returning foreign terrorist fighters (FTFs) from conflict areas (see [RAN Manual – Responses to returnees: Foreign terrorist fighters and their families](#)). Most of these (prospective) prisoners will be released from prison at some point. How can they find a positive path back into society – how can they be **rehabilitated**?

In response to this pressing question, this manual offers guidance for practitioners working to rehabilitate radicalised and terrorist offenders, both within and outside prison. It provides a comprehensive overview of the chronological phases of rehabilitation. The various actors contributing to rehabilitation processes are offered a structured assessment of important points of attention.

Structure and use of the manual

In the first chapter, the rehabilitation process is analysed in seven chronological phases. Brief descriptions indicate the start and end points of each phase. A systems-level overview describes what occurs during each phase. The principal actors involved in the rehabilitation of radicalised or terrorist offenders are defined in terms of professions, institutions and social environment. Actors are included from both inside and outside prison. They have different roles at various stages of the rehabilitation process. Although their exact levels of engagement and responsibility may vary significantly across Member States, this grouping allows readers to better understand their respective roles. These roles and responsibilities also feature in the second chapter, which describes the rehabilitation process itself, with more in-depth analysis across each of the seven phases.

The second chapter investigates the following seven phases of rehabilitation:

- pretrial detention
- reception
- serving the sentence
- preparation for release
- post-release
- reintegration
- stabilisation.

These phases cannot be fully differentiated from one another; they impact each other and sometimes overlap. However, this categorisation allows for distinct, in-depth descriptions of the specific characteristics of each phase and challenges during the rehabilitation process. It also allows readers to identify the relevant actors, tools, methods, challenges and indicators of positive change involved at critical juncture points.

The description of each phase includes a summary of the context, goals and key takeaways, as well as examples of practices in action. Cross-cutting issues relevant to all phases (e.g. gender and age, or risk and needs assessments) are addressed throughout the chapter and highlighted in boxes.

A case study is described throughout the manual. It follows the development of one person's rehabilitation process, outlining specific circumstances and setting out recommendations for action in each phase.

For a comprehensive understanding of the whole rehabilitation process, the seven phases should be read consecutively. The structure of the manual also allows readers to consult single phases independently, when needed.

In addition to the recommendations made within each phase, the conclusion presents overarching implications and further practical recommendations from the practitioner perspective.



Box 1 Case study: Introduction

J. has been sentenced to 3 years in prison after having transferred money to an Islamist group with ties to terrorist organisations in Syria. He was previously active in the Islamist scene, and was known to police and local authorities due to his violent tendencies.

J. is 23 years old, with two younger siblings, and was raised by his mother. He knows who his father is but has only met him once. When J. was younger, he drank a lot and had anger management issues. He was expelled from school when he was 17. His earnings are from odd jobs in the community, and he also receives state benefits. J. lives at his mother's house. His family has a non-practising Muslim background. Aside from celebrating a few main holidays each year, he did not have much of a connection or relationship with Islam as a child. This changed when one of his friends introduced other aspects of Islam to their peer group. Religion became appealing. The group initially watched videos on YouTube, but J. started studying parts of the Quran as well. Gradually religion, or rather, the groups fighting for its believers, became the main topic of conversation among his friends, whenever they met to share stories, drink tea, read the Quran and watch videos together. They all decided that they had to become more actively involved.

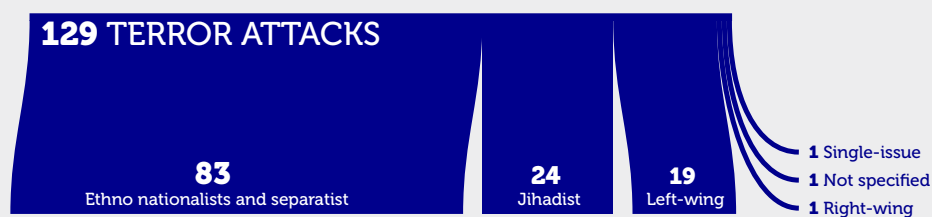
Facts and figures

The topic of radicalised and terrorist offenders is a pressing issue for the European Union and its Member States. The figures in Europol's current *European Union Terrorism Situation and Trend Report 2019 (TE-SAT 2019)* highlight the importance of having comprehensive rehabilitation programmes in place to deal with those convicted for terrorism-related offences. In addition, each Member State must manage the issue of prisoners convicted for 'regular' offences who are radicalised in prison. Specific figures for of this type of prisoner are not available. It is estimated that they are a multiple of the statistics reported in the *TE-SAT 2019*.



Box 2 TE-SAT 2019 statistics

- 129 foiled, failed or completed attacks in 2018 alone.



- 687 foiled, failed or completed attacks between 2015 and 2018.



- The number of foiled, failed or completed jihadist-inspired attacks fell from 33 in 2017 to 24 in 2018.



- 1 056 people arrested on suspicion of terrorism-related offences in 2018.
- Most of these arrests in 2018 'were made on suspicion of preparing or attempting to commit a terrorist act; membership of a terrorist group, including while being abroad; and financing terrorism'.
- Most of the people arrested were EU citizens.



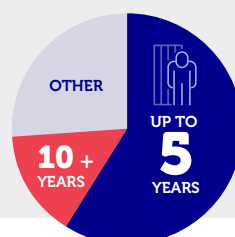
- 653 people in concluded court proceedings in 2018 (number reported from a total of 17 Member States).



- Prison sentences vary, ranging from 3 months to 535 years.



- 59 % of penalties attached to guilty verdicts were for imprisonment of up to 5 years; in 2018, 15 % of such penalties were for 10 years or more of imprisonment ⁽¹⁾.



(1) Europol, *European Union Terrorism Situation and Trend Report 2019*, Europol, 2019, <https://doi.org/10.2813/788404>.

The different profiles of radicalised and terrorist offenders entail challenges unique to each group (see examples in Box 3, below).

Box 3 Specific challenges for rehabilitation, by radicalised and terrorist offender profile



Returned male jihadist foreign terrorist fighters (FTFs)

- Likely to have experienced trauma.
- Often assessed as highly dangerous by law enforcement and intelligence agencies → intense surveillance and stricter prison conditions.
- Subject to increased distrust from society and communities.



Returned female jihadist FTFs

- Likely to have experienced trauma.
- May be responsible for children → mother-child prison programmes are necessary.
- High media exposure → greater obstacles to later (re)integration into social and functional contexts.
- Tend to have potential for radicalisation and violence underestimated.



Originally 'regular' offenders who become radicalised to Islamist extremism in prison

- Not easily detected.
- Practitioners have less time to apply deradicalisation measures due to lower sentences.
- Danger of being overly vigilant and stigmatising towards practising Muslims.
- More efforts needed for 'regular' crime prevention.
- 'Career criminals' may need extensive educational and vocational training to make them fit for social (re)integration into wider community.



'Home-grown' right-wing extremists originating from a dominantly extremist community in a Member State

- Little incentive to take part in rehabilitation programmes.
- Low chances of positive family and community involvement.
- Mainly engaged in extremist activities due to social dynamics.
- Need for relocation.

Definitions

- **Rehabilitation:** *A process, after which people are able to lead a self-determined and self-sustaining life in a democratic society, and no longer hold extremist views that could pose a risk to themselves or society.*
- **Deradicalisation:** *A combination of behavioural disengagement from extremism-related activities and a process of cognitive distancing defined as the rejection of extremist views.*
- **Integration:** The process of **social** (e.g. friendships, families or communities) and **functional** (e.g. housing, employment, work or healthcare) connecting to society.

In discussions around supporting radicalised or terrorist offenders on their way back to leading a 'normal' life, terms like rehabilitation, reintegration, deradicalisation and disengagement are often used interchangeably. However, a clear distinction should be

drawn: there are significant differences between these concepts. Here the terms and their interrelations are defined as understood and used in this manual.

Rehabilitation in relation to this specific target group is understood as a *process*, at the end of which, former radicalised or terrorist offenders ideally *have become rehabilitated*. As a result, they are able to lead self-determined and self-sustaining lives in a democratic society, no longer holding extremist views that could pose a risk to themselves or to society. In order to achieve this, rehabilitation must encompass two elements: **deradicalisation** (including disengagement as well as cognitive distancing) and **integration** (including social and functional integration).

Box 4 Defining deradicalisation

The word **deradicalisation** is used in different ways. It may be used to refer to the process of cognitive distancing, in the sense of abstaining from extremist ideology. In other cases – as in this manual – both the process of cognitive distancing (leaving the extremist group) and the activities (disengagement) are included. The combination of these two processes is referred to as **exit**, a somewhat vague term. Finally, **deradicalisation** sometimes refers to preventive activities for groups vulnerable to or in the first stages of radicalisation. These activities do not fall under the scope of this manual.

The idea of rehabilitation usually involves the notion of *restoring* something or someone to a former, supposedly positive state. In the context of criminality, most definitions describe the aim as the reintegration of a released prisoner into society with the main goal of avoiding recidivism. Rehabilitation processes for common offenders are challenging: rehabilitating offenders motivated by extremist ideologies presents additional obstacles. For radicalised and terrorist offenders, a major problem is **the need to address the offender's world view that is pervaded by ideology** and their potential **engagement in extremist social contexts** (e.g. groups, organisations or movements). This is why a process of deradicalisation should form part of any sustainable rehabilitation effort.

In addition, the person's underlying personality structures need to be analysed, if practitioners are to understand their prior drivers and motivation to engage in violent extremist or terrorist activities. However, in the case of extremism-related activities, the decision whether to focus on disengagement or cognitive distancing (or both) differs from person to person. Consequently, **programmes must be flexible in their approach, in order to best serve the particular circumstances and needs** (defined by the person's history and background, age, gender, etc.). This is necessary in addition to the regular rehabilitation measures applicable to non-radical/terrorist prisoners. Such measures include prevention of further crimes, tackling potential mental health issues and achieving social and functional (re)integration.

Some radicalised offenders have never been integrated into society in a positive sense during their whole life. In such cases (e.g. career criminals living principally in criminal milieus, members of 'parallel societies'), one challenge is to socially **integrate** them into the wider community **for the very first time**, rather than reintegrate them (again). In such cases, extra effort is required to enhance the person's basic capacities (e.g. in education and vocational training).

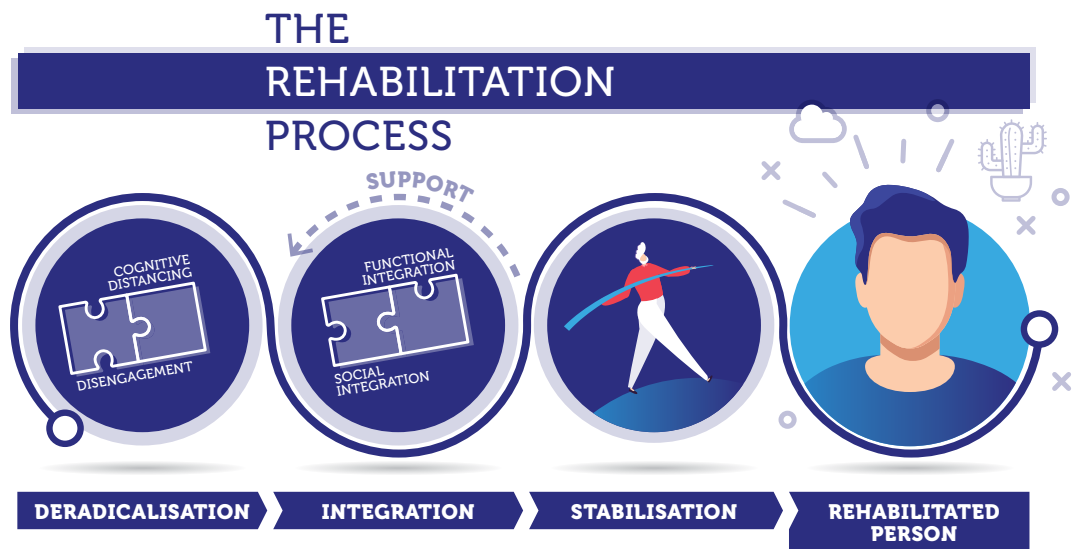
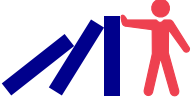
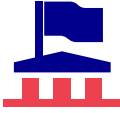


Figure 1: The rehabilitation process

Deradicalisation is understood here as a combination of two elements: *behavioural disengagement* from activities related to extremist groups and/or views, and a *process of cognitive distancing* defined by a gradual reprocessing and eventual rejection of extremist views. Without this element, re-radicalisation and re-engagement in extremist activities remain a constant risk, potentially rendering the entire process futile. Ideally, deradicalisation results in a willingness and ability to claim active participation in a democratic society (once again). To achieve this goal, two processes of **integration** need to take place: **social integration**, i.e. the integration of ex-offenders into social contexts (e.g. friendships, families or communities); and **functional integration**, i.e. the integration of ex-offenders into functional contexts (e.g. housing, employment, work or healthcare). The **rehabilitation** process is considered to be accomplished if radicalised or terrorist offenders are disengaged from extremist environments/activities and cognitively distanced from extremist views, as well as socially and functionally integrated, and these conditions have been successfully stabilised in the long term.

Cross-cutting issues, introduction of phases and actors in the rehabilitation process

- **Cross-cutting issues** may arise in any of the seven phases, requiring ongoing vigilance from practitioners: differences to 'regular' offenders, gender, age, stigmatisation, risk assessment, personal crises and the role of the media.
- **Seven chronological phases** have been identified: pretrial detention, reception in prison, serving the sentence, preparation for release, the first months after release, reintegration and stabilisation.
- **Fourteen different actors** are relevant to the process. They have been grouped by:

PROFESSION	INSTITUTION	SOCIAL ENVIRONMENT
 P/CVE Specialists	 Judicial System	 Communities
 Social Work	 Prison Services	 Families
 Psychological Services	 Probation Services	
 Religious Counselling	 Municipalities	
	 Law enforcement agencies	
	 Intelligence agencies	
	 Civil Society Organisations	

This second chapter provides an overview of cross-cutting issues that all actors in the development and implementation of rehabilitation processes must be aware of. Subsequently, the seven phases of rehabilitation processes will be introduced briefly, followed by a description of the different types of actors potentially involved in each phase.

Cross-cutting issues

The following section briefly summarises aspects of the relevant cross-cutting issues that should be taken into account throughout the design and implementation of rehabilitation measures. Each issue will be revisited later in detailed analyses of the individual phases.



1. DIFFERENCES TO 'REGULAR' OFFENDERS.

Overall, radicalised or terrorist offenders in prison undergo similar experiences to 'regular' offenders. However, there are differences, or rather, additional elements, to the rehabilitation process of radicalised or terrorist offenders that must be highlighted.

Firstly, radicalised or terrorist offenders may still be highly radicalised when they enter prison and could therefore pose a **risk** to other prisoners. In certain Member States, radicalised or terrorist offenders are incarcerated in dedicated prison wings or facilities, separate from the rest of the prison population. This practice aims chiefly to safeguard the general prison population from potential recruitment efforts.

Secondly, some radicalised or terrorist offenders might have been the subject of high **public exposure** (extensive publicity and media coverage). This could affect their relationship with other prisoners and prison staff. While stigmatisation is difficult for many prisoners preparing for release, societal prejudice towards convicted terrorists might be even stronger when they return to their communities.

Therefore:

- Be wary of placing offenders in prison units potentially containing admirers or sympathisers. This element might prevent offenders from willingly participating in deradicalisation programmes (fear of retribution may be an additional factor).
- Do not place offenders in units where hostile (extremist) groups already exist (e.g. do not place Islamist extremists close to neo-Nazi supporters).

If deradicalised people wish to share their story as a precautionary tale to dissuade others from making the same mistakes, practitioners should discuss with them the potential repercussions of such voluntary publicity exposure for themselves, their families and their communities.



2. GENDER.

Remain aware of gender differences when working with radicalised and terrorist offenders. Male and female offenders will benefit from different approaches, due to differences in their radicalisation processes and criminal histories. While men are statistically more likely to be convicted for violent crimes, most female offenders are imprisoned for non-violent offences such as fraud or burglary. Women, part of a marginalised societal group, have additional potential for gender-based discrimination in closed social contexts like prisons, which have already asymmetrical power structures (between prisoners and prison staff, who remain predominantly male). Moreover, within terrorist groups active in combat, men and women fulfil different roles. While men more often receive combat training and gain active combat experience, women tend to carry out logistical roles, or play key parts in spreading propaganda vital for the extremist group. When working with returning FTFs and developing and implementing rehabilitation measures, these role differentiations must be carefully considered. However, in terms of ideology, men and women can be equally radicalised.

Therefore:

- Female radicalised or terrorist offenders should not be underestimated and victimised as 'jihadi brides'; they have often made these choices consciously.
- Train staff in all actor groups in gender-related aspects and differences of radicalisation, extremism and terrorism.
- Employ specialised personnel to work with female prisoners.

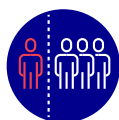


3. AGE.

As with gender, age is a factor that needs to be taken into account when designing interventions to facilitate the rehabilitation process. One common age-related factor is the prison context, which in the case of young offenders might be juvenile prisons. These prisons often have particular rules and regulations; they may offer additional options for working with offenders. The chances of successful functional reintegration are also highly dependent on age. This is true of all offenders, not just radicalised or terrorist ones. Although most radicalised or terrorist offenders are young adults, they may be considered 'too old' for certain reintegration efforts (e.g. vocational training) post-release. At the same time, offenders might have become involved in extremist activities at a very young age.

Therefore:

- Apply juvenile (criminal) law where applicable.
- Develop specialised educational and vocational training for young and older offenders in prison.



4. STIGMATISATION.

Avoiding stigmatisation, which can be interrelated with 'age' and 'gender', is key, particularly for the interaction between offenders and representatives of government institutions. Stigmatisation can have repercussions for rehabilitation processes (regardless of whether the stigmatisation is real or perceived). This is partially because extremist groups utilise the concept of belonging to a systematically stigmatised groups to justify extremism-related action and violence. For many radicalised people, stigmatisation was a contributing factor in their radicalisation processes. A deradicalisation process cannot be initiated credibly, if it is carried out under stigmatising circumstances. All actors involved, but most importantly those in positions of power in relation to offenders, must be made aware of the importance of stigmatisation and trained to prevent stigmatisation and/or its potential perception. Stigmatisation can be exaggerated by radicalised and terrorist offenders; in such cases, this response of self-victimisation must be addressed and processed during the deradicalisation and larger rehabilitation processes.

Therefore:

- Be aware of the ways in which (perceived) stigmatisation can impact radicalisation and deradicalisation processes. However, bear in mind that sometimes, justified vigilance of prison staff based on the offender's criminal and/or violent background may be misrepresented or unjustly framed as stigmatisation.
- Assess biases and the potential for stigmatisation within your professional environment.
- Ensure staff are trained and compliant with anti-discrimination and anti-stigmatisation policies.
- Adapt recruitment policies accordingly (e.g. by recruiting more diverse staff).



5. RISK ASSESSMENT.

A common and central challenge for actors working with radicalised or terrorist offenders is risk assessment. Law enforcement and prison management use risk assessment tools (such as VERA2-R, TRAP18 or RADAR-iTe ⁽²⁾) to assess whether radicalised and terrorist offenders pose a threat in prison and/or society. In addition, social workers and psychologists assess whether specific risks warranting intervention exist for radicalised or terrorist offenders. Both perspectives are necessary in order to adequately and continually address security concerns and to develop effective deradicalisation and integration measures. Potential conflicts of interest between actors conducting risk assessments from divergent perspectives can be mitigated by establishing conditions for effective multi-stakeholder cooperation.

Therefore:

- Carry out risk assessments continually, throughout the entire rehabilitation process, accounting for change and development.
- Ensure that roles are clearly differentiated and efficiently coordinated: if acting in a supporting capacity for prisoners, social workers, therapists and P/CVE specialists should not carry out risk assessments. This would hinder their professional relationships and inhibit trust. Assessors' roles should not be conflated with those of counsellors or therapists.
- When determining detention conditions or potential early and/or conditional release, do not rely solely on the risk assessment tool's results – also take into account other actors' professional opinions and input.
- When employing or developing new risk assessment methods, choose a structured professional judgment approach (SPJ).



6. PERSONAL CRISES.

Personal crises can impact the outcome of rehabilitation at every phase of the process. While certain crises occur commonly during the prison sentence (e.g. problems adapting to prison settings, feelings of isolation, boredom, struggling to adapt to the outside world after release), other crises may be unexpected or linked to circumstances. These might include death of family members, kindling of old conflicts (especially in families) or – in the case of radicalised or terrorist offenders – encounters with members of their former (extremist) peer groups or even their **victims**. Since personal crises tend to dramatically weaken people's abilities to resist re-radicalisation, it is important to continually identify, mitigate and work through all such potential crises with offenders.

Therefore:

- Be aware of and prepared for high-intensity phases, during which personal crises may arise (see especially Phase 1, Phase 2 and Phase 5).
- Equip relevant actors with the necessary means to provide intensive contact and support (24/7 if needed) with offenders during such phases.
- Assess individuals' crisis potential (e.g. with social diagnostic tools).
- Develop comprehensive plans to counteract the personal crisis potential and continually (re)assess progress.

(2) Respectively, the Violent Extremism Risk Assessment, the Terrorist Radicalization Assessment Protocol and the Regelbasierte Analyse potentiell destruktiver Täter zur Einschätzung des akuten Risikos – Islamistischer Terrorismus.



7. MEDIA.

During the rehabilitation process, be aware of the effects of media coverage (TV, radio, printed press and internet) and publicity. The media focus on radicalised or terrorist offenders can contribute to their stigmatisation as well as to that of their families or communities. On the other hand, media attention can also elevate radicalised or terrorist offenders into celebrities or 'heroes' in the eyes of those vulnerable to radicalisation – in prison and beyond. Thus, media coverage can bring additional factors into play that might significantly impact the rehabilitation process.

Therefore:

- Pay special attention to the reasons why radicalised or terrorist offenders seek media attention. If seeking fame is a suspected incentive, explore the issue further, and minimise opportunities for media attention as far as possible.
- Especially when preparing for entry into the prison setting and when preparing for release, monitor previous and current media coverage of the (ex-)offender and their offence: this might impact the prison population or society and thus the rehabilitation context or circumstances.

Phases

This section introduces the seven phases of the rehabilitation process as a simplified model, as a distinct chronological separation into phases is not possible in reality. The phases are as follows: pretrial detention, reception, serving the sentence, preparation for release, post-release, reintegration, and stabilisation. Cross-cutting issues of each phase are highlighted.

Phase 1 — Being judged: Pretrial detention and investigative custody

This phase covers the time from the moment of arrest until a prison sentence is passed, i.e. the investigative period before and during trial, until the latter is concluded. When a verdict is reached, the time already spent in detention (as an accused individual and as a defendant) is usually counted towards the prison sentence. If defendants are acquitted during the trial or if proceedings are stopped (e.g. due to lack of sufficient evidence, as is sometimes the case with returning FTFs (see the *RAN Manual — Responses to returnees: Foreign terrorist fighters and their families*)), they are freed and are often eligible for compensation.



Phase 2 — A new reality: Reception

Once the court has finalised its verdict and issued a prison sentence, the reception phase begins. If the offenders spent time in pretrial detention or investigative custody, the term reception is used figuratively rather than literally, since they would have been in a prison facility already. If this is not the case, or if they were moved to a different facility or placed under a different administration, this phase describes the immediate days or weeks upon entering prison as a sentenced offender. The length of this phase may be subjective, depending on the prisoner's perspective (when reception and adjustment fade into the sense of the state of incarceration as an everyday event).



Phase 3 — Putting time to use: Serving the sentence



Offenders become prisoners once they are lawfully convicted to a prison sentence for committing a criminal offence. They serve a sentence of a predefined period in prison. Most EU Member States have systems enabling early release for prisoners, under certain conditions. The imprisonment then ends and is generally transferred to a probation period. The conditions for early release are usually set by a court after taking into account evaluations, assessments and statements from various quarters: P/CVE specialists, prison social workers, psychologists, religious counsellors, law enforcement agencies, intelligence services and other involved actors. If the grounds for early release are not met, and if the assessors consider that the prisoner shows no signs of improvement or cannot return safely to society, the prisoner serves the full sentence.

Phase 4 — Tackling the inevitable: Preparation for release



This phase begins towards the end of the sentence or when offenders are deemed fit for probation. Given that release is one of the most critical transition points, exposing and often testing offenders' vulnerabilities and susceptibility to recidivism, this phase is crucial to achieving successful long-term rehabilitation.

Phase 5 — A new 'normal': The first months post-release



This phase covers the first 3 months outside prison. This is a challenging period for ex-prisoners, who might experience crises in readjusting to life outside. The new conditions may be frightening or overwhelming to recently released prisoners. Reality may differ from their expectations when still in prison. Preparing for and supporting this readjustment, including expectation management, is central to this phase of the rehabilitation process. In the first 3 months post-release, plans developed during incarceration to lay the groundwork for successful social and functional integration are stress-tested.

Phase 6 — Gaining traction: Reintegration



Reintegration is a long-term process that has to be planned for, monitored and facilitated throughout the rehabilitation process. However, the period after release is central to any process of reintegration, be it social or functional in nature. During this time, vital social contacts (positive family members and friends, community and professionals) must be called on, and support networks expanded and strengthened.

Phase 7 — On track: Stabilisation



Achieving social and functional integration may result in stabilisation. Stabilisation is the final step of the rehabilitation process. Completing this phase is the long-term goal of the process, and it takes years after people are released from prison. Rehabilitation programmes, probation and social work services are mostly terminated, and ex-offenders must rely on their own abilities, resources and networks.

Actors

- Grouped in this manual by profession, institution and social environment, each actor contributes to the rehabilitation process according to their specific expertise, capacity and national context.
- Key elements are multi-agency cooperation and a clear definition of each actor's roles and responsibilities throughout the different phases of the rehabilitation process.

Successful rehabilitation of radicalised and terrorist offenders requires multi-agency cooperation between actors from several fields, including specific professions, relevant institutions and the offender's social environment (friends, family, etc.). Appropriate **information-sharing and collaboration** are needed to establish an uninterrupted, multifaceted rehabilitation process that starts with an arrest and ideally ends in full and stable integration into society. However, implementing this multi-agency approach can be complicated by actors' miscommunication, lack of professional trust, and/or rivalry over competences. Another potential obstacle is lack of knowledge of other actors' competences and potential to benefit the rehabilitation processes. This underlines the importance of clear, viable inter-agency communication channels.

A clear description of actors' roles and responsibilities as well as the assurance that all actors will cooperate on an equal footing is fundamental to ensuring a successful rehabilitation process when using a multi-agency approach.

Before introducing the relevant professions, institutions and social environments, this manual describes *the* principal actor at the centre of the rehabilitation process: the radicalised and terrorist offender.

Radicalised and terrorist offenders

The term includes people assessed as being radicalised or holding extremist beliefs, including those sentenced and imprisoned based on national (anti-)terrorism laws. They need to be acknowledged as independent actors, whose cooperation and willingness to be involved and/or take responsibility is an essential precondition for the success of any rehabilitation process. If the central actor is not committed, the rehabilitation process will fail, regardless of the skills and collaboration of supporting actors and agencies. One of the main challenges, especially in the beginning, is to inspire offenders to engage in and contribute to their rehabilitation. It is crucial to make them aware of the responsibility they hold for this process as well as for their past actions and crimes and the victims affected.

In the third chapter, a model of the different phases of the rehabilitation process will be introduced; the terminology describing those in (potential) need of rehabilitation will vary according to the phase. In the prosecution phase, the term 'accused' is used. While the trial is ongoing, 'defendant' is the preferred term, and 'prisoner' is used during imprisonment. After imprisonment, the term used is 'individual post-release.' Once the individual seems stable, they are simply referred to as a person.

Professions

P/CVE SPECIALISTS

These are actors whose primary occupation *directly* relates to preventing and countering violent extremism. They are professionals employed by deradicalisation programmes, but also personnel engaged in primary and secondary prevention measures such as workshops or professional qualification training. Depending on the Member State, P/CVE



specialists can be employees of both governmental institutions and CSOs. In contrast to other types of actors who may touch on P/CVE matters as part of their responsibilities, P/CVE specialists focus *exclusively* or predominantly on extremism- and radicalisation-related issues, irrespective of their particular professional background. They ideally fulfil the role of case manager throughout all phases of the rehabilitation process. When the profession of P/CVE specialist does not exist, other professionals may be trained and educated in the specialised knowledge and methods critical to the rehabilitation of radicalised or terrorist offenders. Regardless of educational background (social work, psychology, etc.), the actor with the most comprehensive knowledge, understanding and experience related to rehabilitating radicalised and terrorist offenders should take on the role of case manager.

SOCIAL WORKERS



Social Work

Social workers play a significant role in the correctional aspect of the criminal justice system and are commonly employed in prisons and correctional halfway houses; they also act as probation workers ⁽³⁾. Their tasks include helping offenders reintegrate into society after release from prison, supporting them, their families and social environments to cope with the post-release circumstances, and making provisions for their anticipated release. Their work during incarceration and after release aims at **empowering individuals** to develop and pursue realistic and socially acceptable plans for their future and implement them. Social workers can help people who are unaware of existing support systems or unable to access them independently to **establish daily routines** and complete basic tasks (e.g. release paperwork and applications for social benefits or employment).

Former radicalised and terrorist offenders are often in particular need of such support, since their social reintegration might be met with scepticism or even rejection from their families and communities. This is even more relevant for returning FTFs: after living in violence-ridden conflict zones, this group might have extra difficulty (re-)adjusting to life in peaceful societies and adhering to related societal norms. Social workers can help individuals post-release to experience active participation in local communities and inclusion in functional systems key to successful reintegration after prison release ⁽⁴⁾. When standard social work is not equipped to deal with radicalised offenders, P/CVE specialists with a background in social work may be able to fill the gap.

Social work plays an important role in efforts to prevent radicalisation and violent extremism and in deradicalisation programmes. Experts point out that working in the context of security policy poses additional challenges for social workers. In this position, they must reconcile the potentially conflicting priorities of law enforcement and building a trust-based relationship with the offender ⁽⁵⁾.

PSYCHOLOGISTS



Psychological Services

Psychological services, both inside and outside prisons, offer various forms of assistance/ interventions to help offenders tackle psychological issues. They often include individual and group counselling. Furthermore, psychological services are often involved in risk assessment processes and offenders' evaluations (e.g. regarding culpability level or imprisonment conditions). Since the prison environment can be challenging for any prisoner's mental health, psychological services are important in this setting. Boredom,

(3) See *Introduction to Social Work and Social Welfare: Empowering People* by C. Zastrow, 2010, S.319.

(4) See *Social Work: The Basics* by M. Doel, 2012, S.7.

(5) See 'Securitisating social work: counter terrorism, extremism, and radicalisation' by J. Finch, J. & D. McKendrick, in *The Routledge Handbook of Critical Social Work*, 2019, pp. 244-255 (S.244).

lack of purpose, isolation from their communities and insecurity about the future can undermine prisoners' mental health ⁽⁶⁾, which in turn, can impact rehabilitation efforts.

Recognition of trauma is vital, especially for returning FTFs from conflict zones. Radicalisation is not necessarily correlated with a mental disorder or psychological/pathological diagnosis. However, returning FTFs have often been exposed to a high degree of violence and psychological pressure, and may have lost family members or friends in conflict ⁽⁷⁾. Psychological services in prison settings and linked to rehabilitation processes must take this into account and should be prepared to work with this subset of prisoners, who might exhibit acute symptoms of trauma that may inhibit or disrupt the rehabilitation process.

RELIGIOUS COUNSELLORS

Religious counsellors include priests, imams and rabbis. Their role is to coordinate religious programming for prisoners, as well as to support and strengthen individual prisoners by offering spiritual guidance and counselling sessions ⁽⁸⁾ to help them manage personal crises, growth and setbacks. There is no common European approach to religious counselling in prisons. In some cases, religious counsellors work on a voluntary basis; in others, they are salaried prison staff. Religious counsellors can also provide spiritual support and counselling for prison staff, and if needed, can support prisoners' friends and families, both pre- and post-release.



Many Member States' prisons have a long-standing tradition of religious facilities, in line with the fundamental right to freedom of religion. Various strands of Christianity are traditionally prevalent in many Member States, but other options are increasingly offered, e.g. multi-faith religious facilities, and counselling for members of larger religious groups (e.g. Islam). With the rise of religiously motivated extremism, religious counselling within prisons and after release has gained attention and importance. However, the role of religion in these two settings needs to be evaluated separately, as their circumstances differ significantly ⁽⁹⁾. For radicalised and terrorist offenders holding religious beliefs, religious counselling may provide additional and efficacious support for overcoming problems and handling difficult situations, through spiritual guidance.

Religious counsellors can support deradicalisation processes by modelling multifaceted, differentiated religious thinking that runs counter to dichotomous, dogmatic, black-and-white theological interpretations propagated by some extremist groups. Over time, this may strengthen a person's resilience to the appeal of simplistic and polarising answers and perspectives. The selection and appointment of trustworthy religious counsellors remains highly controversial in many Member States. **Trust between government authorities and religious actors** is essential for successful cooperation, especially in correctional settings such as prisons.

(6) See *Information Sheet: Mental Health and Prisons* by the World Health Organization. Retrieved from https://www.who.int/mental_health/policy/mh_in_prison.pdf

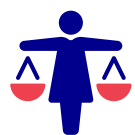
(7) See *RAN Manual – Responses to returnees: Foreign terrorist fighters and their families* by the Radicalisation Awareness Network (RAN), 2017, p. 6. Retrieved from https://ec.europa.eu/home-affairs/sites/homeaffairs/files/ran_br_a4_m10_en.pdf

(8) Sundt, Jody & Dammer, Harry & PhD, Francis. (2002). The Role of the Prison Chaplain in Rehabilitation. *Journal of Offender Rehabilitation*. 35. 59-86. 10.1300/J076v35n03_04.

(9) See *The role of religion in exit programmes and religious counselling in prison and probation settings* by the Radicalisation Awareness Network (RAN), 2017, p. 2.

Institutions

JUDICIARY



Judicial System

The judiciary is responsible for interpreting and applying the law. Before a sentence is passed, the judiciary usually operates in two stages. The first stage involves the investigation, after which the prosecution or a **court** decides whether there are sufficient grounds to initiate the second stage, the main trial.

Actors in the judiciary include **judges** and **jurors**. In addition, many Member States have **prosecutors** and sometimes **judicial police** or a similar form of law enforcement tasked with maintaining order during court proceedings.

The actions of all these functionaries can have important (negative or positive) consequences for the accused or defendants and therefore for the rehabilitation process. However, the judiciary's ability to further the goals of rehabilitation is linked to and limited by existing legislation in each Member State.

For radicalised and terrorist offenders, options beyond prison sentences (e.g. mandatory counselling sessions with P/CVE specialists) depend on the legislation in place. The same applies for the treatment of criminal young people. In some Member States, sentences may be significantly more lenient for young people than for adults, with alternative/additional correctional means (e.g. restorative justice measures, court-mandated therapy or counselling sessions, probation instead of incarceration). The laws of other Member States, however, may represent a more punitive stance (e.g. sentencing minors under adult law).

The judiciary has had to adjust to a relatively new type of defendant and occasionally new legislation, sometimes accompanied by 'teething problems', in addition to the public attention that accompanies high-profile terrorism trials. The approach adopted to radicalised or terrorist offenders depends to a large extent on the underlying goals and guiding principles of criminal justice in the each Member State. Is immediate societal safeguarding, resocialisation or punishment prioritised? The answer to this question determines the limits and scope for the length and exact type of measures for people convicted of extremist or terrorist offences. And in turn, the measures available to the judiciary of a given Member State may limit the possible outcomes of its rehabilitation processes.

PRISON



Prison Services

While in pretrial or serving their sentence, the social environment of prisoners will predominantly comprise **prison staff** and other actors linked to the prison systems (e.g. **religious counsellors**, **psychologists** or **social workers**), alongside the rest of the prison population.

Usually, prison staff are most frequently and regularly in contact with prisoners. Their role typically does not include active participation in rehabilitation programmes for individual prisoners. Instead, their responsibilities lie chiefly in maintaining safety and preserving order in prison. The professional conduct of prison staff contributing to a 'healthy prison environment', guaranteeing the safety of prisoners or offering options for their personal development ⁽¹⁰⁾ can significantly contribute to successful P/CVE and rehabilitation work. A healthier prison environment can be achieved by staff training

(10) See *RAN P&P Practitioners' Working Paper: Approaches to violent extremist offenders and countering radicalisation in prisons and probation* by R. J. Williams, 2016, p. 6. Retrieved from https://www.repository.cam.ac.uk/bitstream/handle/1810/271624/ran_pp_approaches_to_violent_extremist_en.pdf?sequence=1

focused on radicalisation- and extremism-related topics as well as stigmatisation and discrimination.

PROBATION

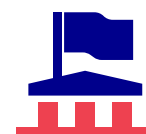
Probation refers to the supervision of people whose sentences have been suspended or who have been conditionally released from prison. To support their understanding of the case and ensure seamless transition periods and involvement in the design of post-release plans, probation officers should be involved from an early stage, ideally before the release of the prisoner. Prison sentences for terrorism- and extremism-related offences are not necessarily long, and some offenders may be released within a couple of years. Probation and prison share similar challenges: personnel sometimes lack necessary training on radicalisation and extremism and understanding of the stigmatisation and discrimination processes that offenders might experience.



Probation Services

MUNICIPALITIES AND LOCAL AUTHORITIES

Municipalities and local authorities represent the smallest units of administrative division in a Member State. They possess a degree of autonomy at local level. Unique executive powers allow municipalities and local authorities to play a crucial role in rehabilitation processes. Often, they are the institutions with resources to facilitate individual integration into local functional contexts (i.e. employment, housing and health). Within the domain of municipalities and local authorities, key actors in any rehabilitation process include **(youth) welfare offices, employment offices, (governmental) health institutions, local police authorities** and even **community police officers** responsible for fostering good relations between local police and local communities. Working with former radicalised or terrorist offenders might pose significant challenges for these actors. They are often required to go beyond their current experiences and expertise. Including municipal-level actors from the start, as part of multi-agency cooperation around rehabilitation processes, can optimise efficiency.



Municipalities

LAW ENFORCEMENT AGENCIES

Law enforcement agencies (e.g. police) are defined as governmental organisations predominantly concerned with the maintenance of public order and safety. The responsibilities of law enforcement and intelligence agencies can overlap. The distinction varies across Member States.



Law enforcement agencies

Law enforcement agencies typically do not play a central role in the context of offender rehabilitation. However, for radicalised or terrorist offenders, these actors can affect the outcome of rehabilitation efforts in critical ways. They often assess the risk posed to society and take necessary measures based on that assessment. Accordingly, establishing good structures and procedures of information-sharing and trust-building between different actors is essential. This is also important because radicalised or terrorist offenders often do not trust law enforcement agencies; this distrust may be reinforced by ideological indoctrination, extremist propaganda and/or personal experience. This is why it is challenging to establish law enforcement agencies as trusted partners in the rehabilitation process. Practitioners working for CSOs that maintain a close connection to police, for instance, might be charged with forming a trustful relationship with offenders instead.

INTELLIGENCE AGENCIES

The exact role and function of intelligence agencies varies across Member States. In general, however, their main purpose is to collect and analyse information, based on which law enforcement can take action. Intelligence agencies tend to operate in the



Intelligence agencies

background, seldom interacting with the offender. Offenders often distrust intelligence agencies as they do law enforcement agencies.

CIVIL SOCIETY ORGANISATIONS



Civil society organisations (CSOs) are non-governmental, non-profit or not-for-profit entities independent of governments or private sectors. They aim to remedy social problems or produce social goods to meet societal needs which governments or private sectors don't address (sufficiently). CSOs are diverse, including local initiatives, support groups, charities, trade unions, social enterprises, foundations and social movement organisations. CSOs may act at local, regional, national, transnational or even global levels.

The level of CSO involvement in rehabilitation processes of radicalised and terrorist offenders depends on the national context. In some Member States, CSOs adopt manifold roles, including duties related to deradicalisation in prisons and probation; others limit their responsibilities to community work, e.g. supporting families and communities connected to offenders.

Consequently, CSOs are represented by a range of professions such as social workers, psychologists and religious counsellors. Their independence from governmental and especially intelligence agencies places them in a unique position to gain access to and engage with offenders who distrust state officials. The potential of CSOs therefore should be acknowledged, especially for initiating and supporting deradicalisation and rehabilitation processes.

Social environment

COMMUNITIES



Communities rarely have clear and distinct boundaries, but there are connecting elements that define a community and connect its members, such as geographic proximity, a common culture, religion, language, or joint interests and activities ⁽¹¹⁾. Communities can play a vital role in the *social reintegration* of former offenders. By establishing and strengthening personal and group relations (e.g. via participation in social events), communities can help former offenders to (re)gain a foothold outside prison and experience responsibility and reciprocity. Challenges to engaging communities in the rehabilitation processes include lack of safe spaces for establishing dialogue between key figures and authorities, fear of stigmatisation of the community as a whole, lack of positive societal recognition, lack of accessibility to credible information and distrust of authorities. Obstacles to cooperation within and especially between communities also impact these efforts.

FAMILIES



A family is understood here as a group of people related to each other, e.g. by birth or adoption, or affiliated by marriage or other relationships, co-residence or some combination of these. A minor is defined here as 'a person who is under the age of 18. In legal terms there are differences between Member States concerning the age at which someone is considered a minor' ⁽¹²⁾.

(11) From *Strengthening community resilience to polarisation and radicalisation by the Radicalisation Awareness Network (RAN)*, 2017, p. 4. Retrieved from https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/radicalisation_awareness_network/about-ran/ran-yf-and-c/docs/ran_yf_c_strengthening_community_resilience_29-30_06_2017_en.pdf

(12) From *Working with families and safeguarding children from radicalisation. A step-by-step guidance paper for practitioners and policy-makers by the Radicalisation Awareness Network (RAN)*, 2017, p. 2. Retrieved from <https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what->

An offender's release from prison also affects their families, friends and wider social circle(s). Family members are often the last remaining contacts from the previous social network of an individual post-release. They are potentially powerful allies in any rehabilitation process. However, research indicates that they need support to succeed ⁽¹³⁾. Emphasis must be placed on the positive potential of family and trust-building. A body of research shows that the family environment, as well as the amount of love, care and attention received, may positively influence people's resilience ⁽¹⁴⁾.

When the family environment has contributed to the adoption of extremist beliefs, including this family in the rehabilitation process is challenging. In these cases, rehabilitation involves mentally equipping offenders who have denounced their extremist beliefs to deal adequately with possible rejection from their families.

[we-do/networks/radicalisation_awareness_network/about-ran/ran-h-and-sc/docs/ran_yf-c_h-sc_working_with_families_safeguarding_children_en.pdf](https://www.researchgate.net/publication/283666698_Formers_and_FamiliesTransitional_journeys_in_and_out_of_extremisms_in_the_United_Kingdom_Denmark_and_the_Netherlands)

- (13) See *Formers & families: Transitional journeys in and out of extremism in the UK, Denmark and The Netherlands* by S. Sieckelinck & M. de Winter, 2015, p. 6. Retrieved from https://www.researchgate.net/publication/283666698_Formers_and_FamiliesTransitional_journeys_in_and_out_of_extremisms_in_the_United_Kingdom_Denmark_and_the_Netherlands
- (14) See 'Family Resilience' in *Normal family processes: Growing diversity and complexity* by F. Walsh, 2015. Retrieved from https://www.researchgate.net/publication/232567591_Family_resilience_Strengths_forged_through_adversity

The seven phases of the rehabilitation process

1. Being judged: Pretrial detention and investigative custody

- Conditions may vary significantly across Member States: some apply stricter conditions; some separate radicalised or terrorist offenders from the general prison population.
- Realistically, the main goal of any P/CVE effort during this period is to slow or even halt existing radicalisation processes until deradicalisation efforts can begin.

Goals and key takeaways

The main goal of this phase is to ensure that the accused do not accumulate further grievances while interacting with government or state representatives, nor be exposed to and influenced by other radicalised prisoners during pretrial detention, both of which could fuel (further) radicalisation. Formal rehabilitation work is impossible during this phase owing to the legal principle of the presumption of innocence. The most important actors in this period are friends and family members. They can offer encouragement and support to the accused and help to minimise their stress levels and expectations as to what may happen next. Apart from this, ensuring that the accused's experiences with state actors are not negative is vital for the outcomes of the rehabilitation process. Additionally, acute (medical) needs that could impact rehabilitation, such as substance abuse, should be considered and treated.

Context

If there is substantial suspicion that the accused has committed the crime under investigation, most Member States' criminal procedure codes provide the possibility of detention before a sentence is passed and/or during an ongoing investigation. This is an option in serious allegations and assessments suggesting the accused might reoffend, flee or suppress evidence during the investigative and/or trial periods. Usually, this type of detention or custody is only permitted for a limited amount of time, after which detention has to be reviewed. The conditions of investigative custody or pretrial detention vary across Member States: some apply looser frameworks than those for regular prison populations, and others apply stricter conditions such as solitary confinement or interception methods.

Some Member States separate the accused in pretrial detention from the general prison population – the same applies for those convicted of terrorism-related charges or suspected of being radicalised. Sometimes they are placed in dedicated 'terrorist wings'; in other cases, they remain within the general prison population. Each of these approaches has distinctive features, possibilities and challenges. In addition to the stress of being incarcerated, defendants in separated detention might experience feelings of isolation. Other detained defendants might view this separation as preferential treatment, especially if radicalised offenders are perceived as receiving better care than other prisoners. On the other hand, offenders placed with the general prison population might have trouble forming social relations or may be vulnerable to violent and/or extremist (groups of) fellow prisoners. Conversely, radicalised offenders placed among the general prison population might increase the vulnerability of other prisoners who might become radicalised or recruited.

Who is involved, and how?

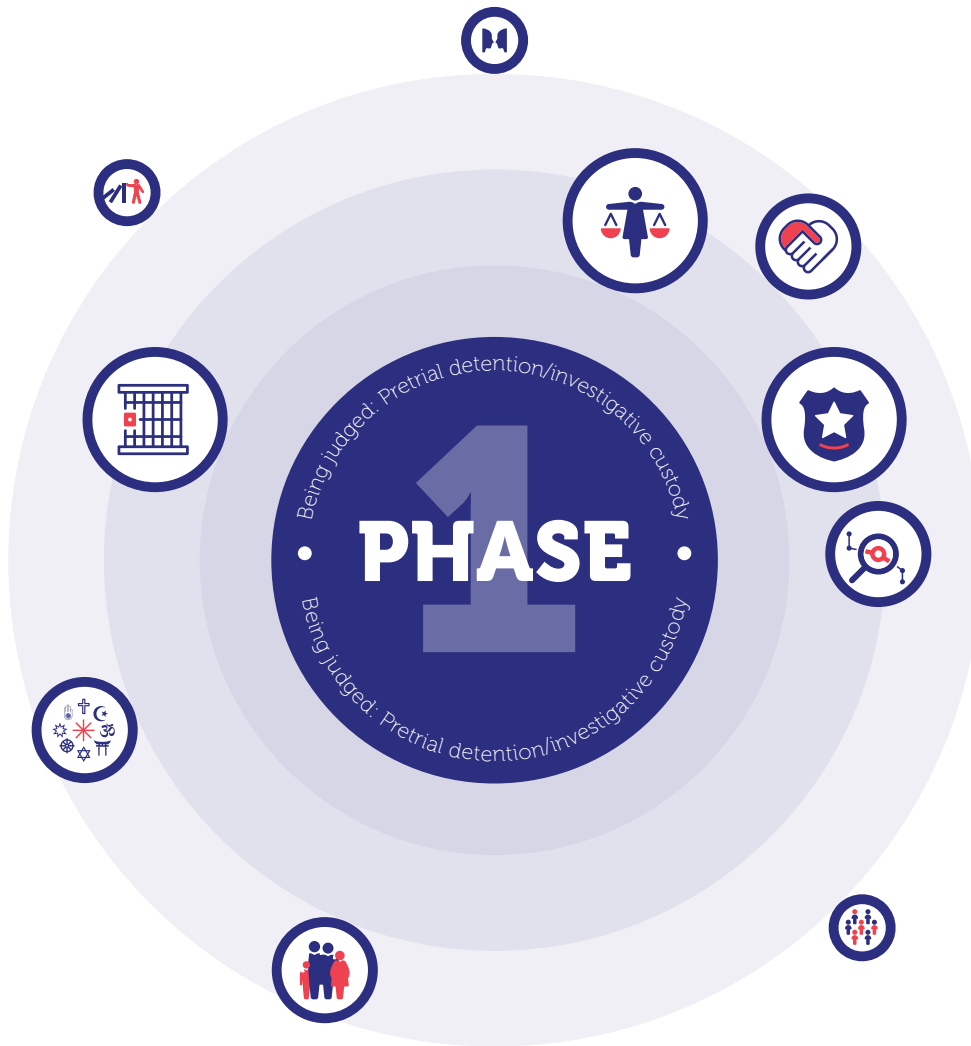


Figure 2 Actors involved: Phase 1 (Being judged)

At the start of this phase, **law enforcement agencies** carry out investigations on behalf of the prosecution, often based on information from **intelligence agencies**. As part of the investigation, the accused and their family, friends and colleagues might be interrogated. This could have a significant effect on the accused as well as on their **families** and **communities** – either increasing or decreasing trust towards law enforcement and/or intelligence agencies.

Once the accused is taken into custody, it is the responsibility of the prison **psychological services** to conduct risk and needs analyses. The first security risk analysis or assessment examines risks *for* detainees, as well as the risk they pose to others (e.g. to staff or the prison population). In some Member States, psychological risk assessments are conducted independently from needs assessments for psychological care such as therapy or counselling sessions. These forms of psychological care are responsible for determining the risks to and needs of the accused, both based on potential prior mental health issues and on stress factors induced by the new setting.

Similarly, prison **social workers** are responsible for helping the accused adjust to the new setting and enhance positive personal competences and resources in order to cope with the situation. However, social work aimed at long-term rehabilitation can only begin after an official court verdict has determined guilt. Until then, the defendant is presumed innocent, and therefore not in need of rehabilitation.

The **judiciary** is responsible for the verdict and the conditions attached to it. The three main sub-actors in this category (the **courts**, the **prosecution** and the **defence counsel**) hold decisive power over the defendants and the course of their destiny over the following years, and over the subsequent rehabilitation processes. In many Member States, courts have the opportunity to mandate participation in a disengagement, deradicalisation or rehabilitation programme as part of the sentence. In Member States where this is an option, the prosecution and defence counsels can propose participation in such programmes to the court as part of their pleas, increasing the likelihood that defendants will be mandated to participate in the programmes.

Regular prison staff play a vital role in contributing to a healthy prison environment supportive of rehabilitation processes. Correct treatment of detainees by prison staff is crucial.

P/CVE specialists can also play a role during the pretrial detention and investigative custody. They can help families cope with having a family member in detention and start preparing favourable conditions for successful deradicalisation. Families or Member State authorities may ask them to work with defendants. P/CVE specialists’ involvement at such an early stage is desirable; nonetheless, it poses challenges. To date, few EU Member States have done this. If P/CVE specialists are included at this stage, it is important that clear guidelines and open communication channels exist between them, law enforcement agencies and the judiciary. If this is not the case, P/CVE specialists risk losing the trust of the accused. One option for P/CVE specialists engaging in this phase is to offer general psychosocial support, strictly separated from both the content and label of deradicalisation. In such cases, P/CVE specialists would not be permitted to discuss the extremism-related offences but would help the accused adjust to the new context and cope with stress. This would facilitate engagement in deradicalisation at a later stage, because trust-building would have been initiated.

For those holding religious belief, **religious counselling** can be supportive for coping with imprisonment, in general. In cases where the accused or defendants adhere to a religiously motivated extremist ideology, religious counsellors may also be able to provide alternative, non-polarised interpretations of religious ideas to contrast with the extremist ideology. In such cases, religious counsellors can prove to be potentially influential allies of deradicalisation work.

Which tools and methods can be used for rehabilitation here?

Table 1 Rehabilitation tools and methods:
Phase 1 (Being judged: Pretrial detention and investigative custody)

PHASE 1 - BEING JUDGED: PRETRIAL DETENTION AND INVESTIGATIVE CUSTODY	
Law enforcement agencies 	- Investigate and gather information. - Find other offenders who may be involved. - Avoid stigmatisation of the accused and defendants, their families and communities. - Try building good relationships with all communities in the area, e.g. through community officers.
Intelligence agencies 	- Investigate and gather information. - Share relevant information with law enforcement and judiciary, and ideally also with P/CVE specialists.

PHASE 1 - BEING JUDGED: PRETRIAL DETENTION AND INVESTIGATIVE CUSTODY	
Judiciary 	• Determine sentences, e.g. sort and length of sentence. • Set conditions, e.g. mandate participation in deradicalisation programmes. • Guarantee principles of fair trial.
Prison 	• Provide a healthy prison environment. • Train staff to work optimally with this type of offender. • Prevent/address stigmatisation and racism from staff and other prisoners.
Families 	• Look for P/CVE specialist assistance and family support to help family member's deradicalisation and (re)integration. • Do not reject the family member, do not confront him or her directly.
Communities 	• Try to support defendants during the trial, morally and through testimonies. • If possible, do not cut ties with defendants, but instead support them in their (re)integration and deradicalisation.
P/CVE specialists 	• Establish first contact with defendants, if possible. • Conduct an initial needs and resources assessment, in cooperation with social workers. • Establish initial contact with communities and families, offer support by providing information about the trial, ideology and media coverage. • Assess if family members can be helpful in the deradicalisation process or if there is a risk that they may jeopardise it. Coordinate with social workers. • Empower positive family members to support defendants and work towards deradicalisation, e.g. by explaining how to interact with defendants non-confrontationally. • Clear guidelines for working with defendants are necessary to avoid a conflict of interest between personal needs and legal limits or societal challenges. • Support communities in dealing with possible media coverage and public attention.
Social workers 	• Support defendants to adjust to the detention and/or prison environment. • Establish initial contact with offenders. • Conduct an initial needs and resources assessment in cooperation with P/CVE specialists. • Support defendants in their needs, working towards making them self-sustaining and stable. • Establish if families can be helpful for the (re) integration process. Coordinate with P/CVE specialists. • Work to empower positive family members to support defendants and prevent further grievances.

PHASE 1 - BEING JUDGED: PRETRIAL DETENTION AND INVESTIGATIVE CUSTODY

Psychologists



Therapists:

- initiate contact and determine if there are underlying psychological issues at play;
- start therapy.

Assessing psychologists:

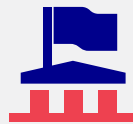
- may be asked to assess defendants, to determine if they are mentally capable of undergoing due process and for imprisonment as well as pretrial detention;
- conduct risk assessment.

Religious counsellors



- If needed, can support families, communities and defendants.

Local authorities



- Build partnerships with community groups and leaders to establish effective programmes to prevent further radicalisation among local communities.
- Equip communities with the financial and staff resources necessary to run educational programmes and provide assistance to struggling families.
- Train staff to avoid stigmatisation.

Relevant actors should (have) receive(d) professional training to enhance their knowledge of and competences in aspects of radicalisation and extremism. It is essential to make judges, prosecutors, prison staff and law enforcement officers aware of potential motivators of extremist actions as well as their own professional potential to positively influence future actions of defendants. **It is also key that that prison staff understand their role in rehabilitation and the factors that might lead defendants to accumulate further grievances against the state and its authorities.**

In the likely absence of P/CVE specialists during this phase, prison social work can take on responsibility for defendants, entering into a process of dialogue in order to help them adjust and minimise (perceived) grievances. If mental health issues are detected, sound psychological care needs to be provided. Since **prison systems** are still characterised by predominately male employees, gender sensitivity is a significant issue. Staff need to be trained accordingly, more female staff recruited, and the potential for gender-related abuses of power minimised.

Ideally, deradicalisation work, the prerequisite for all successful rehabilitation processes of radicalised and terrorist offenders, should start as early as possible, especially when the person in question is imprisoned. Even though the court cannot yet mandate participation, families can introduce P/CVE specialists to the defendant and advocate for making use of their services. In general, families should be involved to the greatest extent possible (following an analysis to determine if they can be positive actors advocating for change; see Practice in action, Box 07).

Box 5 Lack of motivation

When a person sees no reason to change, the rehabilitation process is likely to fail. As part of sentencing or conditions, it is possible to oblige people to participate in a programme, to see a professional, or to forbid contact with the extremist scene. While

this can open doors in working with them, intrinsic motivation is necessary, especially when it comes to deradicalisation. There are cases where terrorist offenders bluntly refuse to engage and accept the consequences (i.e. no early release). Others are less confrontational and will comply to the extent that they don't cause additional problems, but they show no signs of motivation to change.

Given the potential risk to (prison) society and the enormous impact on the well-being of the offender and their social environment, simply accepting that an individual is not motivated for rehabilitation is not an option.

Points to take in consideration are:

- internal factors that make people hesitant to change, e.g. feeling shame, guilt, low self-esteem, apathy;
- external factors that put pressure on people, e.g. (perceived) insecurity in the prison setting or attention from extremist movements or their opponents;
- non-acceptance of state representatives or people working for or cooperating with them;
- trust issues and disillusionment in general: in some cases, these contribute to people joining an extremist group; in others, they arise once inside the group. Often, this suspicion is a result of events in the individual's personal history and biographical development.

Lack of intrinsic motivation is not a permanent state of mind. Self-confidence and trust in others can change over time. Therefore, trying to establish and to maintain a relationship is important. This in itself can be a means of creating a cognitive opening towards change. Moreover, it allows actors to have significant impact at a decisive time for the individual, and could provide momentum for change in a positive or negative direction.

In the latter phases of rehabilitation, intrinsic motivation becomes increasingly important as assistance is decreased and the limits and conditions set as part of the sentence are due to end. The shift that is needed at this point is from being open to motivation to being capable of independent self-motivation.



Box 6 Case study:

Phase 1 (Being judged: Pretrial detention and investigative custody)

Story and challenges

J. is in investigative custody, awaiting trial. During the trial, he shows signs of remorse, but still sympathises with the cause. He does not understand how his support for his suffering brothers and sisters constitutes a crime. He regularly gets calls from his friends, while his family has withdrawn from fear of stigmatisation in their community. At the end of the proceedings, J. is sentenced to 3 years in prison.

What to do?

- Involve and work with the family and the community. This can be done by implementing 'social net conferencing' (see Practice in action, Box 7). [probation workers; social workers; P/CVE specialists; families; communities; judiciary; psychologists]
- Ensure fair treatment of the accused/defendant; avoid provoking hostility and distrust in the accused owing to stigmatisation by government actors (fair prison environment). [law enforcement agencies; judiciary; prison systems]
- Prevent contact of the accused/defendant with other radicalised people; strictly monitor interaction with friendship groups. [social workers; law enforcement]

agencies; prison management; P/CVE specialists]

Keep in mind!

- The situation is unfamiliar to the defendant; he is vulnerable and may feel stressed and threatened.
- The defendant may pretend to show signs of remorse to gain a lighter prison sentence.
- Some actors (like P/CVE specialists) should only work with the defendant at this stage under a legal confidentiality agreement, so as to avoid becoming a witness and hence undermining the developing relationship and trust.

What are the challenges?

TRUST

Defendants might be hesitant to trust P/CVE specialists, especially during an ongoing trial. The fear of being spied on by the specialist, or the possibility of their specialist being called in as a witness and disclosing highly personal information to the court often outweighs the long-term positive prospect for the defendant. A way round this issue is to grant a form of confidentiality to P/CVE specialists to cover all issues not directly related to present and future criminal actions. In this way, the deradicalisation process could begin in the pretrial period, eventually leading to a comprehensive rehabilitation process after the verdict.

STIGMATISATION

Since this is the phase in which some individuals will be introduced to the prison setting for the first time, it presents a cognitive or emotional opening. Negative experiences pose a particularly acute threat to successful rehabilitation. Creating a 'healthy prison environment' is a key factor in and precondition for addressing this challenge and preventing further radicalisation ⁽¹⁵⁾. It is essential for all actors involved, but especially those representing a government authority, to undertake every measure to ensure that defendants are not being stigmatised or harassed based on gender, or ethnic or religious backgrounds. Stigmatisation (real or perceived), is often a decisive factor in the mindset of radicalised people. Government actors should try to counter stigmatisation incidences, lead by example and retain the moral high ground.

RISKS AND RETURNS OF FAMILY INVOLVEMENT

Families and communities may have a positive influence on the defendant, providing emotional care and support during this time of uncertainty. On the other hand, some family members and surrounding communities might withdraw their support for the accused in light of their alleged crime(s). Such lack of support may be a factor contributing to further radicalisation. This is why families should be supported from the very beginning – so they are able to support the defendant, in turn.

Some families and/or communities sympathise with extremist ideas. In such cases, an assessment must be carried out to determine whether involvement is possible and safe, and if so, which families or community members should be involved. It might be that the families or communities cannot be involved at all, or that particular members are considered safe to work with. Additionally, the potential negative impact of family contact

(15) See 'Approaches to Violent Extremist Offenders and Countering Radicalisation in Prisons and Probation,' by Ryan J. Williams, 2016, p. 6. Retrieved from https://www.repository.cam.ac.uk/bitstream/handle/1810/271624/ran_pp_approaches_to_violent_extremist_en.pdf?sequence=1

needs to be discussed with the accused/defendant. If the working relationship is not yet stable enough to weather this contentious subject, it must be discussed at a later point in the process instead.

Indicators of positive change

It is an extremely positive sign if, after this phase, offenders remain or become open to the idea of participating in a rehabilitation programme. Due to the limited legal basis for rehabilitation programmes here, this phase is considered successful if offenders are not assessed as more radicalised once this phase is concluded (compared to its start), and additionally if members of their social environment are identified who could potentially support rehabilitation efforts.

Practice in action

Box 7

Practice in action:

Social Net Conferencing (Austria) ⁽¹⁶⁾

Implemented since: 2014

Information from the RAN Collection of Approaches and Practices:

Social Net Conferencing for those held in **pretrial detention**, as carried out by NEUSTART, an Austrian non-profit organisation funded by the Austrian Ministry of Justice, offers accused people the chance to develop a mandatory plan for their future after their release.

The accused/defendant works alongside their social network (or net) to create this plan, which is then sent to the judge. This plan should provide additional input for decision-making for the judge, who subsequently issues a verdict on the plan. One coordinator organises a social net conference that takes approximately a full working day (8 hours).

Probation officers supervise compliance with the release conditions, and therefore also the implementation of the plan. The method benefits radicalised individuals by helping them develop a strategy or plan covering daily life, work, employment, housing and so on, alongside their social network and associated professionals.

The social net conference is organised by one coordinator, who sets up the meeting. Under the social net conference and the plan developed, radicalised individuals are obliged to fulfil the conditions of the plan. This way, the individual's return to radicalised environments can be prevented – initiating a change for the better. Probation officers participate in the conference and formulate the main concerns in terms of release and recidivism. The plan should address these concerns.

To transfer the practice, it is imperative to get the Ministry of Justice on board, to ensure that the social net conferences can be held in prison. Cases for social net conferences are assigned by judges. The coordinators organising the conference are trained in workshops and seminars as well as by other coordinators with experience in applying the method.

(16) See *Preventing Radicalisation to Terrorism and Violent Extremism – RAN Collection of Approaches and Practices* by the Radicalisation Awareness Network (RAN), 2019, pp. 654f. 689

‘Social Net Conferencing’ can be employed during trial and pretrial conditions, but also during release planning. During release planning, prisoners work alongside their social network (or net) to create this plan, which will be presented to the judge determining conditioned release. This type of conference is organised by two coordinators. In addition to the social net conference, a follow-up conference is held 6 months later. During this follow-up, offenders and participants review the status of the plan, and discuss what has worked and what has not worked.

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2. A new reality: Reception

- A healthy prison environment is an important foundation for successful rehabilitation measures.
- Personal crises will likely arise and must be counteracted.
- Cognitive openings due to changes in circumstances are likely to occur and must be put to good use.

Goals and key takeaways

The main goal of this phase is to facilitate the smooth transition of offenders to prison life with growing trust in prison staff and other actors. This will lay the groundwork for openness to and participation in rehabilitation measures, including deradicalisation programmes. A healthy prison environment is a key factor for success.

Context

Convicted offenders are now ‘prisoners’ – deprived of liberty and kept under involuntary restraint, confinement or custody ⁽¹⁷⁾. The reception phase describes the immediate days or weeks upon entering prison. In some Member States, prisoners sentenced for offences related to extremism or terrorism may be sent to a prison or prison wing/unit dedicated specifically to radicalised and terrorist offenders. These units may be further differentiated, e.g. between Islamist extremist and jihadist offenders and far-right extremists. The day prisoners enter the prison should also define the starting point of comprehensive and well-organised rehabilitation efforts.

During this phase, prisoners are introduced to the rest of the prison population, or the population within the same unit or wing. They are assigned a cell with basic facilities, sometimes shared with other prisoners. Initial assessments are completed for future assignments of jobs in prison or vocational training opportunities. This may be the first time they meet the prisoners who are to form their community for the foreseeable future.

(17) See the definition of ‘Prisoner’, in Merriam-Webster’s online dictionary. Accessed 23 July 2019. Retrieved from <https://www.merriam-webster.com/dictionary/prisoner>

Who is involved, and how?



Figure 3 Actors involved: Phase 2 (A new reality: Reception)

Once the sentence has been set, the prison conditions depend largely on the specifics of judgement, and on the prison environment in which offenders are placed. The authoritative and influential role shifts from the **judiciary** to the **prison administration and prison staff**. In the case of solitary confinement, the prisoner's only real and continual social interaction will be with **prison staff**.

Ideally, **social workers** and **P/CVE specialists** will begin playing a prominent role at this stage. During the prison term, social workers aim to enhance the prisoners' prospects of reintegration after release (e.g. supporting educational and vocational training efforts). P/CVE specialists support social work by supplementing it with deradicalisation efforts with offenders, without which work towards social (re)integration would be meaningless.

Prisoners experiencing mental health issues should receive **psychological** or psychiatric treatment. In the rare cases where the radicalisation into (violent) extremism seems to be linked to a mental health problem, **psychologists** should cooperate with P/CVE specialists if they are not trained in matters related to extremism.

Religious counselling could help prisoners adjust to the new environment and could potentially support deradicalisation efforts by questioning extremist ideas based on religious beliefs.

Depending on the conditions of the offender's sentence, varying levels of contact with **families** or community members is possible. Some Member States currently allow contact via video call systems, while others rely on in-person visits. Video calls may be a good method for countering feelings of detachment and for maintaining robust family relations throughout imprisonment; the frequency of in-person visits often decreases over time when prisoners serve long sentences. This weakening of social ties may rekindle the radicalisation processes and negatively impact rehabilitation efforts.

Which tools and methods can be used for rehabilitation here?

Table 2 Rehabilitation tools and methods: Phase 2 (A new reality: Reception)

PHASE 2 - A NEW REALITY: RECEPTION	
Judiciary 	Positively influence the sentence and reception for rehabilitation purposes.
Prison 	- Provide a healthy prison environment. - Train staff to work optimally with this type of prisoner. - Prevent/address stigmatisation and racism from staff and other prisoners.
Families 	- With the support of P/CVE specialists, continue to engage with family members. - Do not cut ties; maintain a positive relationship to support the rehabilitation process, especially during this time of adjustment.
Communities 	- Do not cut ties with families of radicalised or terrorist offenders. Support them through this difficult time. - If possible, do not cut ties with the prisoner. Support them in their (re)integration and deradicalisation.
Social workers 	- Help offenders adjust to detention and/or prison environment. - Support prisoners in their needs, working towards self-sustainability and stability. - Begin developing plans for engaging prisoners in educational and vocational training. - Continue to empower positive family members to support defendants and prevent further grievances, if applicable.
P/CVE specialists 	- Conduct a needs and resources assessment in cooperation with social workers and psychologists (if not already done in Phase 1). - Begin deradicalisation work in one-on-one and group settings, based on the prior assessment. - Empower positive family members to support the detainee and work towards deradicalisation, e.g. by explaining how to interact non-confrontationally. - Clear guidelines for working with prisoners are necessary to avoid a conflict of interest. - Support communities in dealing with possible media coverage and public attention.

PHASE 2 - A NEW REALITY: RECEPTION

Psychologists



Therapists:

- start to work on underlying psychological problem areas, if applicable;
- focus on the likely stress factors arising as a result of imprisonment, depending on the individual's particular issues, e.g.:
 - difficulty adjusting to daily structures,
 - potential problems with other prisoners,
 - anger management issues,
 - depressive tendencies;
- conduct a needs and resources assessment and cooperate with social workers, P/CVE specialists, and probation workers in the development of personalised plans for educational, vocational and other measures.

Assessing psychologists:

- conduct a risk assessment;
- inform other actors of assessment results so they can be incorporated into the development of imprisonment plans.

Religious counsellors



- If needed, support families, communities and defendants.
- Support deradicalisation processes by modelling multifaceted, differentiated religious thinking that runs counter to dichotomous, polarised approaches.

Local authorities



- Build partnerships with community groups and leaders to establish programmes to prevent further radicalisation among local communities.
- Equip communities with the financial and staff resources necessary to run educational programmes and provide assistance to families.
- Train staff to avoid stigmatisation.

Regardless of whether the person is entering prison for the first time or was previously detained or imprisoned, a risk management procedure must be started at this stage. This includes three successive steps of monitoring, assessment and mitigation ⁽¹⁸⁾ initiated through prison management. Risk monitoring must begin immediately, leading to a first assessment. This risk assessment then focuses on the risk shown by the prisoner, in order to address security concerns. The first assessment results can lead to identification of initial risk mitigation measures that could (re)adjust the conditions of imprisonment. If risk assessment procedures were already carried out prior to imprisonment, inter-agency communication is necessary to ensure all parties have a full picture of the potential risks.

(18) See *What Role Do Police Play in the Resocialisation and Risk Management of Released Former Terrorist Offenders?* by S. Lenos and Q. Smit, 2019, p. 2. Retrieved from https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/radicalisation_awareness_network/about-ran/ran-pol/docs/ran_pol_role_do_police_play_in_resocialisation_marseille_20190520_en.pdf

'Investing in day-to-day staff-offender relationships through staff empowerment, professionalism, respect and dynamic security measures is key to dealing with violent extremist offenders.'

Torben Adams, Co-chair of the Radicalisation Awareness Network (RAN) Prison and Probation Working Group (P&P)

An additional assessment should follow, focused on the prisoner's needs, resources and risks they encounter themselves. This second assessment is not a security measure, but rather an instructional or social work evaluation. Nonetheless, open communication between the staff carrying out both assessments (as equal actors) is conducive to furthering successful rehabilitation.

Each prison system should either employ their own P/CVE specialists or work with external P/CVE specialists. The latter option may be preferable in order to maintain a clear distinction from the responsibilities of law enforcement agencies, for the offender. Such P/CVE specialists can then be responsible for the training of prison staff, on matters related to extremist ideologies.

In addition to staff training and qualification, deradicalisation and other P/CVE measures should also begin here. This includes deradicalisation programmes entailing one-on-one counselling sessions with prisoners, and group training for radicalised or terrorist offenders or sympathisers holding positive views of extremist ideologies. P/CVE specialists should carry out these measures. In addition, prison social workers, psychologists and educators should work towards building individual and social capacities that will facilitate functional integration after release. Deradicalisation further aims to achieve social (re)integration of the individual into their community. In cases where the community may exert a negative influence on the offender's ability to deradicalise, prisoners must anticipate the possibility of future relocation. P/CVE specialists, social workers and psychologists all need to work closely together.

It is vital to begin all of these actions as early as possible, to limit the possibility of prisoners becoming further radicalised in prison.



Box 8 Case study: Phase 2 (A new reality: Reception)

Story and challenges

J. is now in prison. His first day is gruelling; he cries a lot, knowing the other prisoners can see this. Knowing that he has to spend 3 years in prison demoralises and angers him at the same time. He distrusts the staff and other prisoners, especially when asked questions related to his beliefs that infuriate him. J. clearly feels they cannot be trusted. He occasionally voices feelings of insecurity and loneliness. J. has been placed among the general prison population, as he does not appear to pose a risk of radicalising others. He is withdrawn from the other prisoners and struggles to build a new social network.

What to do?

- Explain in detail clear, fair and structured guidelines and rules for life inside a prison environment. Training staff in advance to deal with this type of offender is crucial. [prison systems; P/CVE specialists]
- Set up a meeting with P/CVE specialists, so a first contact and partnership can be established. [P/CVE specialists; prison management]
- Assess the needs of prisoners and offer them the option of attending school or work inside the prison. [social workers]

- Working jointly with prisoners, set up a plan for goals during imprisonment as soon as possible, to prevent depression and feelings of aimlessness and uselessness. [P/CVE specialists; social workers]
- Include the family, arrange visits and show prisoners that they are not alone in this situation. [P/CVE specialists; social workers]
- Assess the need for psychological/therapeutic treatment and evaluate a threat level. [psychologists]
- If needed, offer moral support and spiritual guidance to prisoners. [religious counsellors]

Keep in mind!

- The first days in prison can be challenging for prisoners; do not pressure them.
- Offer help. In this situation, prisoners may reach out for support – at a later point, they will remember the help they received.
- Ensuring the well-being of prisoners can help undermine any prejudice against people perceived as enemies.
- Work together with other actors; every actor has skills and resources that may be useful.

What are the challenges?

FELLOW EXTREMIST PRISONERS

Young, inexperienced and easily influenced offenders are at risk of becoming more engaged in extremist actions if extremist networks or groups are well established in a prison facility. In such cases, the efforts of social workers and/or P/CVE specialists to build a relationship with prisoners are compounded. Depending on the level of media exposure during their trial, radicalised and terrorist prisoners may already be familiar to the prison population. Notable exposure may make them more vulnerable to violence from other prisoners but may also provide a platform for those radicalised prisoners seeking attention and fame. Prominence is a risk for the (physical) well-being of prisoners and the general prison population, which might suffer under the urge to advocate extremism.

DISTRUST IN STATE ACTORS

A lack of trust in Member State authorities and those representing them or presumed to represent them (e.g. non-governmental P/CVE specialists) is common among individuals engaged in extremism. This complicates rehabilitation efforts for such prisoners, compared to prisoners whose charges are unrelated to extremism or terrorism.

GENDER, AGE AND SEXUAL ORIENTATION

The significant factors of age, gender, and sexual orientation should be taken into account within a prison setting. The attitude first encountered by prisoners regarding these issues when entering prison often has lasting effects for the rest of their imprisonment. Women and sexual minorities are marginalised groups facing gender-based discrimination and violence, even in mainstream society and communities. In prisons, subject to an even greater power differential with regard to prison staff and officers, these groups are even more vulnerable. Prisons and related jobs are still predominantly male work environments: only about a quarter of all prison staff in the EU on average are female ⁽¹⁹⁾, and male

(19) Between 2014 and 2016, women made up around 25 % of all prison staff in the EU on average, with one notable exception being Denmark with 47 %. See 'Police, court and prison personnel statistics' online by Eurostat, 2018. Retrieved from https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Police,_court_and_prison_personnel_statistics

staff are commonly employed at women's prison facilities. It is therefore imperative to increase the recruitment of female staff. Any potentially discriminatory, sexualised or violent behaviour by prison staff should be prevented to the greatest extent possible, and punitive action must be taken when it occurs. In addition to sexism potentially reinforcing extremist narratives, gender-based notions and ideas linked to extremist ideologies might also prove to be a barrier when beginning deradicalisation and rehabilitation efforts with radicalised and terrorist prisoners.

Indicators of positive change

The reception phase is considered successful if the prisoner seems to have adjusted to prison life without major difficulties. This is still the case if problems occurred (e.g. harassment, crises, depressive periods) but were successfully countered through engagement with social workers and psychologists, among others. Trust- and relationship-building with prison officers, prison staff and P/CVE specialists are vital during this phase, as this allows long-term rehabilitation work to begin at the early stages of their prison stay. If prisoners are open to working with staff and are not hostile towards them, this is a solid indicator of positive change.

Practice in action

Box 9

Practice in action:

Basic training for correctional officers (Norway) ⁽²⁰⁾

Implemented since: 2015

Information from the RAN Collection of Approaches and Practices:

Each of Norway's regional correctional services has designated points of contact, who have taken part in training, briefings and information-sharing activities under the responsibility of the Norwegian Directorate of Correctional Services (KDI). The training provided to these points of contact is supervised and/or conducted with the assistance of the Supplemental Education Department at the University College of Norwegian Correctional Service (KRUS), as well as independent external subject matter experts and cooperating services (e.g. the police). These points of contact train some prison staff in their regions – the scope of this is not yet documented. The Supplemental Education Department at KRUS is responsible for various training programmes for correctional services staff. This training is conducted under the auspices of the KDI, with the assistance of the partners mentioned above.

The courses are as follows:

- basic course on radicalisation that may lead to violent extremism: 2 days (open to applications from all correctional services),
- sharing experience from prisons on radicalisation that may lead to violent extremism: 2 days (closed sessions),
- radicalisation – gatherings for resource personnel (steps 1 to 4), 2 days (closed sessions);
- lectures/training at KRUS and/or in prisons and external units on demand,
- lectures/presentations at external functions,

In addition, since 2015, as part of their 2-year basic training programme, all

(20) See *Preventing Radicalisation to Terrorism and Violent Extremism – RAN Collection of Approaches and Practices* by the Radicalisation Awareness Network (RAN), 2019, pp. 677ff. 716

correctional officers receive approximately 20 hours of specific education, training and lectures related to radicalisation and violent extremism. This is carried out by the Department of studies at KRUS.

The content relevant to radicalisation and violent extremism within the 2-year programme for correctional officers is:

- radicalisation, phenomena, definitions, terms – thematic overview (1 hour),
- prevention of terrorism in society (Tore Bjørge perspective) (2 hours),
- forms of violent extremism and terrorism (1 hour),
- radical Islam (2 hours),
- radicalisation in prisons (1-2 hours),
- isolation (from society), and the adverse effects in terms of radicalisation (1 hour),
- mini casework 'Ismail' (6 hours), focused on application of the handbook,
- cultural awareness in general, concepts and theories (2 hours) – supporting subject,
- understanding religion in prison (2 hours) – supporting subject,
- foreign inmates (2 hours) – supporting subject.

The training is designed to raise participants' awareness of concepts such as radicalism, extremism, terrorism, radicalisation processes and the prison as an arena for radicalisation – and deradicalisation. Radical Islam is also explained in the training. This is emphasised since staff are generally poorly equipped to handle issues of religiosity and Muslim identity and may thus confuse piety and religiosity with radicalisation.

The training is designed to make staff more comfortable in dealing with cultural and/or religious diversity, with emphasis on engaging with Muslim inmates. Staff are taught how to recognise the general signs of radicalisation and how to deal with inmates of concern. The training is cross-disciplinary, using perspectives from political science (security studies), Islamic studies, anthropology, sociology, criminology – and is linked to the general and overall framework/curricula for the education of correctional officers as such. It is pivotal for KRUS that the training be based on up-to-date research and/or experiences from the field. Most lectures are based on theoretical contributions and/or KRUS-initiated ongoing research in radicalisation, Muslims in prisons, social exclusion, etc.

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Box 10 Practice in action:

Family support Sarpsborg (Norway) ⁽²¹⁾

Implemented since: 2011

Information from the RAN Collection of Approaches and Practices:

Sarpsborg municipality in Norway employs a holistic and systematic approach in supporting families to prevent or reverse radicalisation processes with affected family

(21) See *Preventing Radicalisation to Terrorism and Violent Extremism – RAN Collection of Approaches and Practices* by the Radicalisation Awareness Network (RAN), 2019, pp. 86ff. 100

members. All municipal services are obligated to prioritise this work. Sarpsborg municipality focuses on consolidating community efforts, building trust and strengthening family networks. It aims to motivate change based on the individual's wishes and needs and to develop critical thinking. Another key goal is to ensure care and prevent the stigma of radicalisation for children in families of returnees and expelled foreign fighters.

Family support objectives:

- **increase knowledge and skills of first-line practitioners and police officers in several areas: extremist phenomena, conspiracy theories, conversation methods** to strengthen critical thinking, motivational conversation methods and comprehensive understanding of radicalisation mechanisms;
- provide guidance, support and expertise to key resources or practitioners on cases;
- ensure that key case workers are able to handle complex tasks.

Family support goals:

- **prevent violent extremism: reverse radicalisation processes in families of retired or returning foreign fighters;**
- **build trust between families and municipality services and law enforcement agencies (police);**
- **prepare families by helping them deal with related stigma;**
- prevent isolation and disengagement;
- reduce trauma and stress, and secure treatment for these conditions;
- support inclusion and mastery of skills in school, work and leisure;
- support parents by providing childcare;
- **work with family members to deradicalise individuals detained in prison for terror offences;**
- **provide exit programmes for returned foreign fighters in cooperation families.**

Miscellaneous services cooperating with Sarpsborg municipality:

- child welfare services, employment services, social consultants for young people, principals and counsellors in primary schools, general practitioners, psychiatric services and municipal consultants,
- government services:
 - child and adolescent psychiatric services, adult psychiatric services, local police, principals and teachers in high schools, prisons, police security services,
- volunteer organisations:
 - elite football team administration, dialogue forum for Christians and Muslims, the Red Cross, sports clubs,
- private bodies:
 - psychometrics therapists, fitness centres.

For further information, please refer to the RAN Collection of Approaches and Practices, pp. 86-92, or contact:

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How this practice relates to the current manual

This approach can serve as an inspiring example of how to involve families of radicalised or terrorist offenders in the deradicalisation, integration and eventual rehabilitation of their relative.

Additionally, this serves as an example of how families can be supported to overcome the enormous stress related to radicalised and even criminal family members, with the associated potential trauma, stigmatisation and more. That is why the Manual introduces this practice in this phase of the radicalisation process. Furthermore, the approach is a good example of multi-agency cooperation on this matter.

3. Putting time to use: Serving the sentence

- This phase represents the longest period of time and offers a window of opportunity to focus on rehabilitation.
- Opportunities and challenges depend greatly on prison conditions and available interventions.
- Risk and needs assessment should be carried out continually.
- For the best results, all actors should work in a multi-cooperation setting.

Goals and key takeaways

The main goals of this phase are for prisoners to become engaged and committed central actors in their own rehabilitation and to put the time they are serving to good use. This includes taking advantage of vocational training or other educational opportunities. This phase offers prisoners time and opportunity to focus on disengagement and deradicalisation, which is most commonly implemented by P/CVE specialists. Many rehabilitation measures (e.g. psychological services or religious counselling) offered to all offender types can be slightly adjusted and tailored to better target the particularities of radicalised and terrorist offenders, by involving P/CVE specialists who can maximise the rehabilitation potential.

Context

The reasons for and aims of imprisonment can vary significantly: from rehabilitation, on one end of the spectrum, to protecting society, deterrence and punishment, and to retribution, on the other end of the spectrum. An overemphasis on deterrence, incapacitation or retribution can lead to prison regimes that may negatively influence rehabilitation efforts. For this reason, most Member States try to find a balance that also contributes to rehabilitation; they implement measures to this end from the first day of the sentence.

Incarceration impacts physical, mental and social well-being and can be a strain on relationships with parents, children and friends. Opportunities and challenges depend largely on prison conditions. Supportive staff, non-overcrowded prisons, healthy food, opportunities for physical activity and therapy, and other elements that make up an 'healthy' prison environment can result in a better outcome for the rehabilitation process and can reduce recidivism rates (not only of radicalised and terrorist offenders).

This phase begins once the adjustment period to the new prison environment is over, and everyday life in prison becomes familiar. It is characterised by a rigid schedule of repeated activities that may be experienced as boring. The novelty of the environment fades to the background of everyday life. This could also mean that the identity, role and status of the prisoner vis-à-vis other prisoners have stabilised so as to be either beneficial or a hindrance to deradicalisation efforts. For instance, prisoners continuing to hold a certain 'VIP' status because of the nature of their offence might have less incentive to participate in deradicalisation measures. Others, now separated from the extremist scene, might find themselves in a situation where deradicalisation measures are welcomed.

It is crucial that prisoners be supported to develop foresight so they can put their time in prison to best use. During this time, new ways of thinking and behaviours can be initiated. Therefore, this is also the main phase suited to intensive deradicalisation work.

Who is involved, and how?

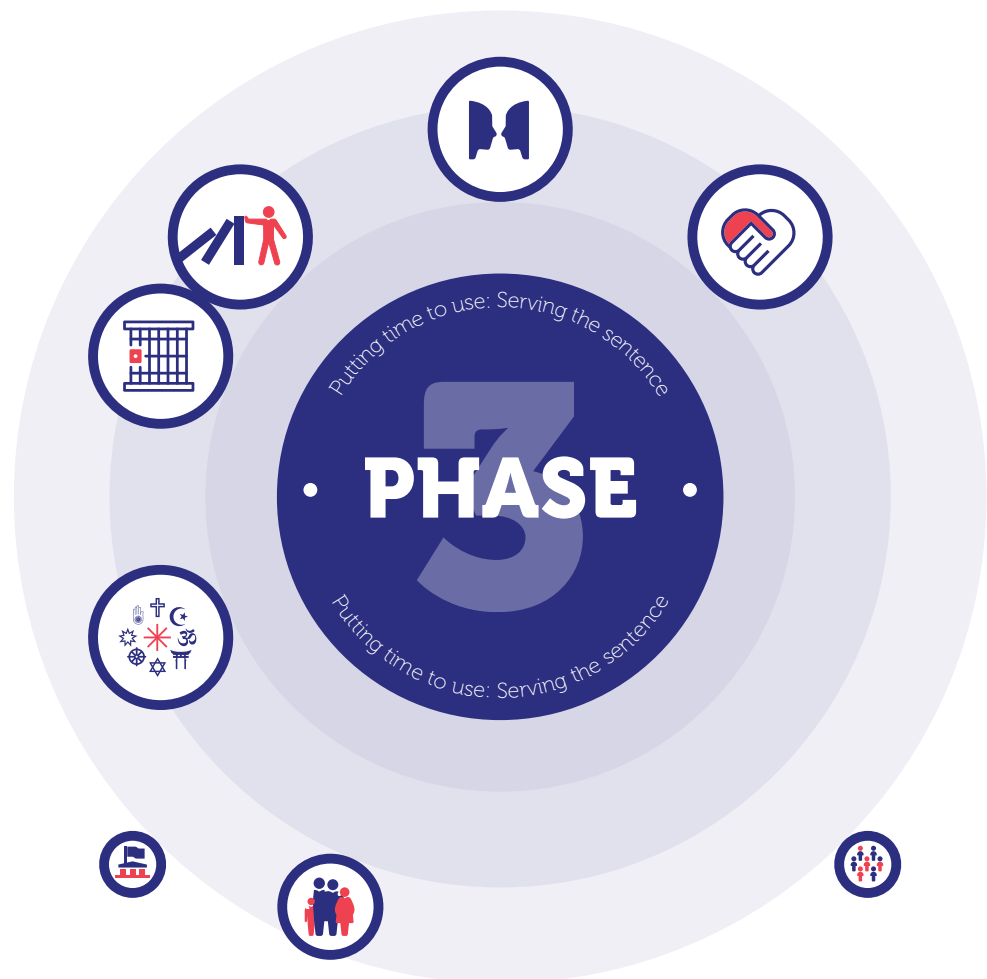


Figure 4 Actors involved: Phase 3 (Putting time to use: Serving the sentence)

The principal actors in this phase are **prison staff** and **P/CVE specialists**, actors with frequent and routine contact with the prisoners. Depending on prisoners' needs, deradicalisation efforts could include actors from **social work**, **psychology** and **religious counselling**. Deradicalisation work could encompass a reflection on and processing of the ideologically motivated crime, investigating options for behavioural disengagement and initiating processes of cognitive distancing from extremist ideology. To ensure that reintegration efforts after release are anticipated and accommodated, initiating early contact with **families**, **communities** and **local authorities** is beneficial.

Which tools and methods can be used for rehabilitation here?

Table 3 Rehabilitation tools and methods:

Phase 3 (Putting time to use: Serving the sentence)

PHASE 3 - PUTTING TIME TO USE: SERVING THE SENTENCE	
Prison 	• Provide a healthy prison environment. • Train staff on how to work optimally with this type of offender. • If possible, prevent/address stigmatisation and racism of staff and other prisoners.
P/CVE specialists 	• Continue and intensify deradicalisation programmes, working on individuals' underlying issues, for instance by: - using the biography: How did I become who I am? - using a genogram: Who is important to me? Who in my social surrounding can help me? Who might damage me? - working with the name: Who shaped and influenced me? How did I become the person I am today? - exploring identities: Who am I? What am I not? - activating resources: What am I good at? What can I be proud of? - practicing anger management and reducing stress: How do I deal with difficult situations? - reflecting on values and norms: What does society want and provide? How can I be a functioning part of society? - investigating faith commitments: What does god mean for me? What is faith? (How did it become corrupted?) How can my faith help me make sense of life and strengthen me? • Coordinate deradicalisation programmes with social workers' efforts towards (re)integration. • Support positive family members in maintaining contact with prisoners.
Social workers 	• Work towards self-sustainability of prisoners and equip them with the means necessary for social and functional integration after release, for instance by: - providing opportunities to finish school or training, vocational training, etc.; - establishing contact with future employers, with housing providers for housing opportunities, etc. • Coordinate with P/CVE specialists. • Support individuals within prison systems.
Psychologists 	Therapists: • continue to work on underlying problem areas, if applicable; • focus on the possible stress factors after release, depending on the individual's particular issues, e.g.: - lack of clear daily structures, - anger management issues, - depressive tendencies. Assessing psychologists: • conduct a current risk assessment; • inform other actors of assessment results so they can be incorporated into the development of post-release plans.

PHASE 3 - PUTTING TIME TO USE: SERVING THE SENTENCE

Religious counsellors



- Provide spiritual guidance. Support individuals in their faith through multifaceted, differentiated, complex religious thinking.
- Strengthen resilience to the appeal of simplistic, polarised answers and perspectives.
- Help them to manage potential crises and setbacks.
- Establish contact with spiritual support and/or positive religious groups outside the prison system.

Families



- Visit individuals, provide moral support for them throughout the prison sentence and strengthen their resilience (if needed, with the help of social workers or P/CVE specialists).

Communities



- Continue supporting the families of convicted offenders.
- Take measures to prepare for the release of offenders, e.g. through dialogue processes with community members who fear returning offenders.

Local authorities



- Take measures to prepare for the release of radicalised and terrorist offenders, e.g. by training specialised staff to deal with them.
- Continue to build strong partnerships with communities (see Phase 2).

During this phase, the risk and needs assessment initiated at the beginning of the prison sentence must continue regularly. Each actor in a multi-agency setting needs to continually assess which measures prisoners can benefit from most and which factors will hinder their rehabilitation. Actors must also assess whether the individuals pose a risk to staff, other prisoners or themselves.

The staff has to create/maintain a healthy prison environment, supporting rehabilitation by ensuring every actor's optimal training and awareness of the key issues at hand. Respectful, polite and firm interaction with prisoners is the way forward. Rules must be clear and non-discriminatory disciplinary actions enforced. Because prison staff are the personnel in contact with offenders on a daily basis, they are influential, being the first-line actors. However, prisoners might also view them with suspicion and/or hostility as agents of 'the state'.

The main rehabilitation measures in this phase are the specific methods and tools employed by P/CVE specialists. These include working on biographical issues, anger management, and future and release planning. In some cases, a systemic approach to solve personal conflicts and strengthen connections to families and communities might be needed. A central element to all deradicalisation efforts is investigating the role of ideology and strengthening tolerance for ambiguity, among other aims.

Box 11 Biographical work

Biographical work in deradicalisation programmes typically has five main aims for its subjects:

1. to realise and reflect on their own stories and biographical development;
2. to promote an understanding of their own negative experiences and their impact on decision-making;

3. to gain awareness of their own extremism and violence history and the contributing factors;
4. to promote the ability to critically self-reflect and realise that they could have chosen differently, and can do so in the future;
5. to promote an understanding of emotional reactions and empathy ⁽²²⁾.

Measures that focus on future functional integration further rehabilitation efforts. In most Member States, prisoners have the option either to attend vocational training, to work, to take apprenticeships or follow further education (e.g. to complete high school). Better prospects of future functional integration frequently influence prisoners' thought processes and mental frameworks, positively impacting the deradicalisation process. An altered mindset may increase willingness to engage in vocational training or education, improving prospects for integration. Ideally, measures will complement and reinforce each other.

Some individuals do succeed at functional and social integration but are not deradicalised. To protect societies and communities, this kind of superficial and mechanical (re) integration should not be the objective of rehabilitation efforts for radicalised and terrorist offenders. Deradicalisation is an indispensable element of the rehabilitation process for this target group.

Religious counselling can be helpful. In some Member States and by some CSOs, religious counselling is clearly distinguished from P/CVE work. Others primarily use it as a gateway to establish a dialogue. Religious counselling should be provided if needed and/or requested, and counsellors can, if trained, be assets in dismantling extremist ideologies supposedly based on religious beliefs. The extent to which religious counselling should be employed and used for deradicalisation purposes depends on the extent to which the prisoner is motivated by such ideas. For instance, for prisoners who became radicalised mainly for social reasons (e.g. joining a group that offered particular benefits), the effect of religious counselling might be limited. But if they joined the extremist group seeking religious meaning, well-trained religious counsellors have a real opportunity to engage them in dialogue: presenting a more nuanced picture of religion, in contrast to simplistic, extremist versions of a particular faith. An analysis of the underlying issues and/or personality structures that drove the prisoner to embrace extremist ideas or groups should be carried out at the beginning of the deradicalisation process.



Box 12 Case study:
Phase 3 (Putting time to use: Serving the sentence)

Story and challenges

J. is slowly settling in. Three years can be a long time for a young man. He is getting used to the stringent prison regime and participates in activities. Having decided to make the best of the situation, he is working towards a degree, taking advantage of the educational opportunities in prison. He is still hesitant about the future and already fears release. His friends stopped calling regularly, and eventually contact with them ceased completely. His family visits him more often, and J. anxiously awaits each visit. He misses his mother and younger siblings. Thankfully, the P/CVE specialist is now visiting him frequently. Even though they still disagree on many issues, J. welcomes the distraction from the monotonous prison routine.

What to do?

- Maintain a healthy prison environment, train staff accordingly and avoid harm to

(22) See 'Zur Notwendigkeit biografischen Arbeitens in der Antigewaltarbeit. Ein Praxiseinblick' by T. Mücke, in *Unsere Jugend* 64, 2012, 204-221.

- individuals or to others by all means available. [prison systems; P/CVE specialists]
- During incarceration, utilise the time to work with individuals on their issues and ideology; this can be done jointly by social workers, psychologists and P/CVE specialists. Use this time to implement and/or strengthen existing deradicalisation programmes; offer additional training to upskill prison staff. Show awareness and empathy for the individual's boredom, loneliness and battles with despair.

Keep in mind!

- Progress may well not be linear. Setbacks are to be expected; do not be surprised if everything does not work as planned from the get-go.
- Prison is a challenging environment. There may be unexpected hurdles or requests from the prisoners. Do not be their advocate in all cases, but rather be fair and help them uphold their rights, if necessary.

Box 13 Tackling ideology in deradicalisation work

Tackling ideology in deradicalisation work

This is where P/CVE specialists really come into play, thanks to their awareness of the different aspects and facets of extremist ideology. By engaging with prisoners, a P/CVE specialist can analyse their background and history, pinpoint **which aspects of the ideology are dominant for these offenders, and then create cognitive openings.**

Once a strong working relationship has been established, the P/CVE specialist can discuss the offender's world view and motivation. **Confrontation and judgment should be avoided at all times, but especially when trying to establish first contact.**

Entering into a dialogue about one's world view is a highly personal undertaking and may take a long time. Lasting results are not achieved within weeks or months, but rather years. Recurrent meetings with the prisoner should be held. For pressing matters, P/CVE specialists should be able to visit prisoners at short notice.

Throughout the dialogue process, the P/CVE specialist will plant seeds of doubt in the prisoner's world view. This can be done by carefully pointing out incoherencies in the ideology or inconsistencies in the way they apply it to their own lives. Questioning the contradictions in stereotypes, especially about perceived 'enemies', can be a powerful tool. In group settings, direct contact with such perceived 'enemies' can help dismantle prejudices.

When possible, P/CVE specialists can refer to their own personal background to showcase credible alternatives to the prisoner's choices and induce critical thinking:

'Look, I'm a non-white Muslim living in Germany as well. I went to university, have a good job, etc. If you're right and this society is "at war with Islam" and Muslims are persecuted and prevented from living a happy life, how was it possible for me to achieve this?'

Highlighting examples or involvement of formers who turned their lives around and took control once more is also effective. Similar mechanisms can be used to address right-wing extremism, too.

In most cases, P/CVE specialists should sow the seeds of doubt to challenge extremist bias and encourage analytic and reflective critical thinking.

What are the challenges?

Since this phase is often longer, counterproductive habits such as (self-) abusive behaviour or the use of violence or dehumanising language might manifest and slip into daily routines. This needs to be countered if it occurs. It is an ongoing challenge to identify and counteract such habits, and instead instil more beneficial alternatives. Secondly, the risk of stigmatisation (be it perceived or real) by prison staff remains. Training sessions aimed at preventing gender-, ethnicity- or religion-based biases are indispensable in any professional education programme for prison staff. Thirdly, other prisoners may continue to idealise terrorist offenders, disincentivising them to engage in rehabilitation.

Indicators of positive change

The indicators of positive change are defined by the deradicalisation programme being implemented. This should include both significant progress in behavioural disengagement and cognitive distancing from extremism. Establishing a long-term and trusting relationship with relevant actors such as P/CVE specialists or social workers may be an indicator for sincerity of intent. Good conduct, the absence of proselytising, respectful behaviour towards prison staff, engaged participation in educational opportunities and the development of viable plans for the future are all potential indicators of positive change. These will support rehabilitation efforts and ease the transition after prison.

Practice in action

Box 14

Practice in action:

PAIRS (France)

Implemented since: 2018

The French PAIRS programme started in October 2018 in Paris and was later extended to Marseille, Lyon and Lille. PAIRS is an individualised multidisciplinary programme for radicalised or radicalising people, aimed at reintegrating individuals into the wider community by developing independent living skills and building effective support networks. PAIRS is implemented by the French penitentiary administration in partnership with the NGO ARTEMIS.

PAIRS participants are people who have been prosecuted or sentenced for terrorism and offenders (or probationers) sentenced and detained for other offences, who could potentially be radicalised. Programme participants are supported at three intensity levels: 3 hours, 10 hours or 20 hours a week. They are supported by a multidisciplinary team comprising intercultural mediators (including prison chaplains), psychologists and psychiatrists and social workers.

How this practice relates to the current manual

PAIRS offers support to extremist and terrorist offenders being reintegrated into society. It can provide the essential work that bridges the transition from prison release to reintegration into society.

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Artemis

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Box 15
Practice in action:

Foresee (Hungary) ⁽²³⁾

Implemented since: 2009

Information from the RAN Collection of Approaches and Practices:

The Foresee Research Group uses restorative principles and approaches (dialogue processes and encounters) to prevent escalation of conflict. Aside from its main focus on work in school contexts (training parents and teachers to engage in open and non-violent communication), Foresee is also active in prison settings, running restorative projects, addressing 'in-cell' and 'staff-inmate' conflicts. The group strives to empower prisoners by discussing with them the meaning of conflict, exploring appropriate means of expression and practising anger management. Foresee's method involves a range of techniques: mediation, conferencing, peace-making circles, family group conferencing, facilitated discussions and one-to-one restorative dialogue.

Foresee's multi-agency team of researchers and facilitators works with disadvantaged groups, local communities, schools and NGOs, as well as practitioners and policymakers in criminal justice fields (victim support, offender processing, probation and prison work), social welfare and education. A particularly promising aspect of Foresee's approach is that it is safely anchored in well-established restorative justice methodology; it can adapt and advance into prevention work against hate crime and extremism.

Throughout its projects, Foresee tackles problems such as stereotypes, prejudices, aggression, lack of understanding and intolerance, among many others. On the one hand, these issues are often at the root of aggressive behaviour, when motivated by violent and hateful ideas/thoughts. On the other hand, they can also manifest as symptoms of other, underlying social problems that need to be addressed.

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Box 16
Practice in action:

Radicalisation Prevention and Deradicalisation in Prison and Probation (Germany) ⁽²⁴⁾

Implemented since: 2001

Information from the RAN Collection of Approaches and Practices:

This project, carried out by the Violence Prevention Network, targets young people arrested for committing ideologically motivated acts of violence (right-wing extremists or radical Islamists). It aims to support them in their effort to live responsibly and non-violently, disconnected from inhumane ideologies.

(23) See *Preventing Radicalisation to Terrorism and Violent Extremism – RAN Collection of Approaches and Practices* by the Radicalisation Awareness Network (RAN), 2019, pp. 213ff. 238

(24) See *Preventing Radicalisation to Terrorism and Violent Extremism – RAN Collection of Approaches and Practices* by the Radicalisation Awareness Network (RAN), 2019, pp. 173ff. 198

Trainers (who are P/CVE specialists) aim to develop the following skills in trainees:

- relationship skills, empathy, self-esteem, capacity for self-reflection;
- distancing themselves from inhumane hateful ideologies;
- better understanding and correcting their violent behaviour;
- accepting each individual's fundamental right to liberty and freedom from bodily harm;
- learning how to resolve conflict non-violently;
- taking responsibility for their actions;

The approach involves deradicalisation training, civic education, long-term group training and post-release stabilisation coaching (see Phase 7). Key training elements include the separation of offence and offender, and the questioning of the ideology and strategies of justification and offence. Trainers and trainees are expected to have a reliable relationship based on confidence and respect. Participation is voluntary.

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Box 17

Practice in action:

Train-the-Trainer for future prison officers (Romania) ⁽²⁵⁾

Implemented since: 2015

Information from the RAN Collection of Approaches and Practices:

The curriculum of the National School for Training of Prison Agents Tîrgu Ocna covers the following topics on radicalisation, with the time allotted for each in parentheses:

- theoretical approaches (100 minutes);
- radicalisation as a process (100 minutes);
- factors that influence radicalisation (200 minutes);
- specific features of radicalisation in the penitentiary system (300 minutes);
- internal and external sources of radicalisation of detainees (300 minutes);
- the behaviour of radicalised inmates in detention (800 minutes for theoretical introduction/debate; 400 minutes for practical activities);
- the detention regime for radicalised people (400 minutes for theoretical introduction/debate; 200 minutes for practical activities);
- measures taken for preventing risky situations associated with the radicalisation of inmates (400 minutes for theoretical introduction/debate; 200 minutes for practical activities);
- programmes for deradicalisation and disengagement (300 minutes);
- preventing delinquency and terrorism in the penitentiary environment (200 minutes);
- religious assistance of people deprived of liberty and taken into custody of the National Administration of Penitentiaries (100 minutes).

Training is held by staff at the National School for Training of Prison Agents Tîrgu Ocna, Romania.

(25) See *Preventing Radicalisation to Terrorism and Violent Extremism – RAN Collection of Approaches and Practices* by the Radicalisation Awareness Network (RAN), 2019, pp. 648f. 687

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4. Tackling the inevitable: Preparation for release

- Ideally, preparations for release begin from the first day offenders are incarcerated.
- Every measure taken while offenders are in prison ultimately aims to facilitate reintegration and support rehabilitation processes.
- In a multi-agency setting, all preparations should include functional and social integration measures (finding housing and employment/work, meeting religious/ideological needs, and socially integrating into a group).
- Concrete post-release plans need to be developed in cooperation with offenders and all relevant actors.

Goals and key takeaways

The main goal is to carefully consider and mitigate all potential pitfalls of the rehabilitation process that may arise in the transition period after release. Precautions and safeguards must be put in place to facilitate the transition and minimise prisoner vulnerability. In municipalities or communities with large extremist scene, it could be beneficial for individuals post-release to relocate and live elsewhere. Multi-agency cooperation is crucial for putting necessary measures in place before release. A 'release plan', an agreement between prisoners and P/CVE specialists, developed in close cooperation with other actors and especially probation workers, can provide vital scaffolding to support prisoners' positive decisions and behaviour upon release. The release plan's content and design are discussed in this section.

Context

Preparations for release begin from the first day offenders are incarcerated. Every measure taken while offenders are in prison should ultimately aim to facilitate reintegration and support rehabilitation. However, in describing this phase, focus is placed on the last 6 months of imprisonment. Prisoners need to prepare for the 'new normal' of life after prison. They must tackle basic questions: Where will I live? How will I spend my days? Where will I work? Who is my probation officer? Where can I join a self-help group? How do I stay away from extremist content and groups?

Who is involved, and how?



Figure 5 Actors involved: Phase 4 (Tackling the inevitable: Preparation for release)

The principal actors in this phase are the **prison systems**, especially **prison social workers**, as well as **probation officers**, and in many cases, **P/CVE specialists**. Other actors are responsible for measures of functional integration (e.g. **local authorities** and **municipalities**) or are central to social integration (e.g. **families** and **communities**). **Religious counselling** can prepare families to engage with their loved one, who might have committed crimes in the name of their religion. Ideally, a trusting relationship with all actors will have been built previously. At this stage, actors should be brought together to set up a viable plan to minimise release-related stress for prisoners, caused by uncertainties in either functional or social areas (see Practice in action, Box 7).

'A first step in this process is providing parole boards [or courts] with information about the prisoners' risks and needs for release decisions and supervision plans to take these factors into account. Social workers use evidence-based assessment tools to assess inmates' level of risk for criminal behavior following release [...] as well as tools to assess needs for health, mental-health, and addictions care and for housing, vocational, and employment assistance. Social workers summarize the information gleaned from these instruments and offer recommendations for release and case planning to the parole board.'⁽²⁶⁾

(26) From 'Prison social work' by J. Matejkowski, T. Johnson, and M. E. Severson in *Encyclopedia of Social Work*, 2014, p. 15. <https://doi.org/10.1093/acrefore/9780199975839.013.1002>

Which tools and methods can be used for rehabilitation here?

Table 4: Rehabilitation tools and methods:

Phase 4 (Tackling the inevitable: Preparation for release)

PHASE 4 - TACKLING THE INEVITABLE: PREPARATION FOR RELEASE	
Prison 	• Provide a healthy prison environment. • Train staff to work optimally with this type of offender. • If possible, prevent/address stigmatisation and racism of staff and other prisoners.
P/CVE specialists 	• Carry out a needs and resource assessment focusing on the deradicalisation process jointly with social workers, who focus on aspects important for (re)integration. • Continue to work on remaining issues to further deradicalisation (see Phase 3). • Cooperate with prison social workers and probation workers to develop concrete plans for the time after release (see below).
Social workers 	• Carry out needs and resource assessments jointly with P/CVE specialists. P/CVE specialists focus on the deradicalisation process; social workers focus on (re)integration. • Support the development of concrete plans for the post-release period, including preparations for: - finding suitable housing; - making appointments with relevant local authorities (employment offices, resident registration offices, youth care centres, etc.) and law enforcement agencies. • Prepare families for the return of individuals post-release by: - making them aware of existing support structures; - involving them in the development of plans, e.g. via a round-table meeting.
Probation 	• Cooperate with P/CVE specialists and social workers to develop comprehensive plans for the time after release. • Ensure these plans are adjusted to the exact rules and regulations attached to the conditioned release or parole, if applicable.
Psychologists 	Therapists: • continue to work on underlying problem areas, if applicable; • focus on the likely stress factors arising after release, depending on the individual's particular issues, e.g.: - lack of clear daily structures, - anger management issues, - depressive tendencies; • conduct a needs and resources assessment, and cooperate with social workers, P/CVE specialists, and probation workers in the development of post-release plans. Assessing psychologists: • conduct a current risk assessment; • inform other actors of assessment results so they can be incorporated into the development of post-release plans.

PHASE 4 - TACKLING THE INEVITABLE: PREPARATION FOR RELEASE	
Religious counsellors 	• Continue to provide spiritual guidance (if applicable). • Identify and prepare for transition-triggered moments of crisis, post-release. • Continue to support deradicalisation processes by modelling multifaceted, differentiated religious thinking (not dichotomous, polarised approaches). • Continue to support families and/or communities to which the offender is about to return.
Local authorities 	• Build partnerships and engage in direct and meaningful communication with community representatives and stakeholders to understand their sentiments, grievances and needs. • Equip communities with the resources needed to contribute positively to the lives of their members and to be positioned to accept released offenders. This could include: - providing family day centres with sufficient staff; - providing activities for children and young people; - employing community social workers.
Law enforcement agencies 	• Cooperate in the development of post-release plans by informing relevant actors of the duties of law enforcement and creating awareness of the necessity of law enforcement actions. • Build good and credible relationships with communities to avoid suspicion of stigmatisation and discrimination. Coordinate this with local authorities.
Families 	• With the help of P/CVE specialists and relevant institutions, assist prisoners in finding housing and work, if possible. • Maintain contact with prisoners.
Communities 	• Continue supporting the families of convicted offenders. • Take measures to prepare for the release of offenders, e.g. by engaging in dialogue processes with community members alarmed at the prospect of returning offenders.

RELEASE PLAN

An important tool for rehabilitation is a release plan that is designed and implemented together with prisoners. In this document, which can be set up with the prisoner as a 'contract', the P/CVE specialists analyse individual needs, risks and resilience factors. The plan takes into account the available financial, mental, physical and social capabilities and resources, and sets up realistic goals for the post-release period. Additionally, particular risk factors for individuals are identified and considered. Avoiding harmful situations for the rehabilitation process (meeting old friends from the extremist scene, substance use/abuse, etc.) is key for reducing recidivism.

The plan should include proposals for dealing with possible crises and/or triggers that might cause significant stress and potentially result in a regression to old negative patterns. It should also address the steps necessary to provide guidance in support of functional integration. The focus of the prisoner and their support system should lie on implementation of the steps as set out. If additional obstacles exist that were not taken into account before, the plans will need adjustment accordingly. Steps of these plans may include basic orientation on relevant support structures, and sometimes – depending

on the amount of time spent in prison – basic reorientation in a substantially changed outside environment.

In this phase, **probation officers** and prisoners will have their first contact. Probation officers try to build a relationship of trust in which general courtesy and mutual respect play a crucial role. Probation officers have a double mandate, both to help individuals with social needs and rehabilitation, and to check if individuals comply with probation conditions (and if they do not, to sanction them). Ideally, probation officers gradually become case managers for individuals during the 6-month period leading up to release, and all relevant information for rehabilitation is compiled in their files.



Box 18 Case study:

Phase 4 (Tackling the inevitable: Preparation for release)

Story and challenges

J. avoids thinking about his release. After 2.5 years in prison, he is familiar with his structured life inside. Thinking about release scares him. He is not sure how his family will react to him once he is back home, even though they say that they will be happy to have him back. Despite earning his high-school degree last year in prison, he still has a criminal record. What really troubles J. is the thought of his old friends. Most of them still believe in the ideas that got him incarcerated. Thankfully, they stopped contacting him after his first 9 months in prison. If J. is resolute and does not contact them, he will be alone at first. While he is still a devout Muslim, his former friends have already let his family know that they consider him a traitor. When he thinks about this, he gets stressed and anxious. He has already verbally lashed out at his social worker who raised the subject once or twice. He is afraid he might do something he regrets and end up back in prison soon after his release.

What to do?

- Perform a security risk assessment: seek the professional opinion of other actors having regular and close contact with the prisoner (such as prison staff) and those with a complementary perspective (such as psychologists or social workers). [psychologists; social workers; prison systems]
- Conduct a pedagogical needs assessment to determine the prisoner's current capacities and resources, especially regarding social and functional integration after release. Include the individual in the process. [P/CVE specialists; social workers]
- Draw up concrete plans for the time after release, based on these assessments, including:
 - finding suitable housing for the immediate time after release;
 - exact dates for (generally mandatory) visits to local authorities (employment offices, resident registration offices, youth care centres, police, etc.);
 - the people who will accompany them there or oversee the steps they take (e.g. social workers, P/CVE specialists, mentors);
 - ideally, a plan for a round-table meeting of all authorities involved to discuss the state of play and preparations for release. [P/CVE specialists; social workers; probation; psychologists; local authorities; law enforcement agencies]
- Involve the families in the process, and take steps to prepare them to reaccept their family member into their homes (if applicable):
 - explain which challenges and difficulties individuals post-release might

experience and how this could affect their home;

- equip them with coping mechanisms to deal with potential periods of anger, frustration and depression on all sides;
- make them aware of support structures and establish contact with them;
- ideally, involve them in the planning stage.

→ See for instance: Social Net Conferencing (Practice in action, Box 7). [social workers; P/CVE specialists; families; psychologists]

Plan the release date by taking into account the availability of people who could pick the individual up from prison and the opening hours of the applicable social services or local authorities [prison systems; Judiciary; law enforcement agencies]

Keep in mind!

- Families might underestimate the stress level and conflict potential when their loved ones return from prison and move back in. Do not leave them on their own!
- If positive family members, social workers or P/CVE specialists do not pick up individuals on their release day, their former extremist networks might.

What are the challenges?

STIGMATISATION

Stigmatisation from different actor groups is undoubtedly one of the main challenges of this phase. Communities, potential employers, housing providers or educational institutions may be hesitant to accept a former terrorist offender. Additionally, individuals post-release may still pose a threat and/or may be under surveillance, which can make establishing contacts and preparing for release difficult. The prisoners' aims and goals may not be aligned with their capabilities, leading to frustration and distraction in the next phase when they are released.

INTER-AGENCY INFORMATION-SHARING

Since transfer of responsibilities between prison management and probation is needed, a formalised and clear framework for information exchange must be in place. Working hand in hand with P/CVE specialists is vital to ensure the best transition possible. In some Member States, specialised teams take the lead in this process.

PRISONER RELUCTANCE

Prisoners sometimes establish a kind of stability within the prison context that may make them anxious about leaving and reluctant to plan for release. They anticipate that life outside is not necessarily going to be easier. If a particular status or social standing was achieved during their time in prison, they may be struggling with growing ambivalence and feelings of uncertainty that may cause them to (temporarily) stall in their progress towards rehabilitation.

MEDIA COVERAGE

Media coverage may increase once again, upon release. This might impact social integration by reigniting memories and awareness of the original crime in the public consciousness.

Indicators of positive change

There are three main indicators of positive change. Firstly, the prisoner makes provision for their release by having secured housing; the first steps after release are planned; and they know where to apply for employment (or ideally, already have a position lined up in advance). Secondly, prisoners are cognitively and mentally equipped to return to society. Issues such as drugs and trauma have been addressed, and there is a plan for how to deal with them should they resurface in the future. Individuals have become deradicalised or are on a trajectory to do so, and they show empathy and remorse for their offences. Thirdly, actors are working in a setting of inter-agency cooperation and all actors have the information they need. The transition when prison actors hand over responsibilities to actors outside prison is managed without crucial information loss.

Practice in action

Box 19

Practice in action:

Back on Track (Denmark) ⁽²⁷⁾

Implemented since: 2012

Information from the RAN Collection of Approaches and Practices:

This programme is set up specifically for radicalised and terrorist offenders and is implemented by the **Danish Prison and Probation Service**. Via the intervention of mentors, the aim of the programme is to enhance prisoners' personal resources (e.g. developing new skills and capabilities, or strengthening psychological resilience in the face of failure or setbacks), and enable them to better manage everyday situations (including problems and conflicts). Mentors work to motivate offenders to live a crime-free life and involve their outside network of families, friends and communities to socially (re)integrate them. Additionally, mentors assist with practical challenges of functional integration after release (e.g. finding employment or securing housing).

Training 'Back on Track' mentors is crucial for strengthening their competences in relation to various dialogue techniques, coaching and conflict management skills. The mentors will have mentor coaches themselves, who can support and supervise them throughout their work.

How this practice relates to the current manual

Establishing a mentor-mentee relationship can begin in earlier phases. However, the hands-on, intensive work of preparing offenders for release and engaging their positive social networks of families and friends (if applicable) needs to begin during this phase, at the latest. If this approach is chosen, the work has to be continued throughout the following phases until the individuals post-release have stabilised and become rehabilitated.

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Denmark

(27) See *Preventing Radicalisation to Terrorism and Violent Extremism – RAN Collection of Approaches and Practices* by the Radicalisation Awareness Network (RAN), 2019, p. 134. 156

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Social Net Conferencing (Austria) (see Phase 1) can be useful for release planning periods as well as during trials.

5. A new 'normal': The first months, post-release

- Pick people up from the gate, literally and metaphorically. Prevent recidivism by being at their side when they experience difficult times and provide support, if needed, even 24/7.
- Everything differs outside from what the individuals post-release have become accustomed to. Be watchful and aware: they may not be capable of mastering crisis situations alone.
- This phase is the ultimate test if efforts made in prison have paid off. Close accompaniment is key.

Goals and key takeaways

The main goal is to ensure that the post-release plan is followed and that resources are in place for immediate, flexible intervention if the individual post-release is not able to comply and follow the route set out. A top priority is finding incentives and pathways to initiate and maintain processes of change for this group upon re-entry into society. This is the most precarious stage of the rehabilitation process. Previously initiated change processes can easily collapse, which is also the biggest threat to success. Municipalities and local authorities should be mobilised: they serve an intermediary role, functioning as important facilitators between individuals post-release, their families, P/CVE specialists and communities.

Context

Ideally, individuals post-release will experience functional and social integration. Despite no longer being prisoners, they must still meet probation requirements, sometimes as part of a parole agreement. These may include education or training courses, meetings with probation officers or offender managers, treatment for addiction, and stipulations to find employment, begin therapy or work alongside P/CVE specialists. The first three months post-release can be especially critical for former extremist and terrorist offenders.

Who is involved, and how?



Figure 6 Actors involved: Phase 5 (A new 'normal': The first months, post-release)

Probation officers are crucially important in this phase, if a probation period has been set. They usually have a double mandate: to adopt a classic **social worker** role and help individuals succeed at reintegration, and to check that they are meeting their probation conditions. If probation is violated, probation workers must inform the judiciary, and the person may be further sanctioned or sent back to prison.

Social work may continue either under the umbrella of probation or separately. Social workers dealing with individuals post-release will manage issues of families, drugs, education, jobs and other reintegration issues.

Ideally, the **P/CVE specialists** will already know the individuals post-release from prison. The deradicalisation process may have to be continued outside prison, and ideally could be stabilised and supervised by the same specialists. In some cases, P/CVE specialists can support probation workers in finding employment, education, religious counselling or meeting other needs, since P/CVE experts often have good access to communities.

If needed, **psychological services** will establish contact with individuals post-release to work on underlying issues and trauma. This is usually determined either by the conditions of probation set by the **judiciary**, or by probation officers or social workers. If therapy was initiated in prison, it may be necessary to continue treatment outside prison. Also, **religious counsellors** can help individuals to (re)connect with communities and prepare communities to support reintegration of the individuals post-release, for example by advocating forgiveness and second chances.

Relevant **communities** should be identified and included: they must be prepared before the release of prisoners, and might benefit from support and training in working with individuals post-release. Communities can have a tremendous impact on rehabilitation: together with **families**, they can either form a support network or reject individuals post-release ⁽²⁸⁾.

Families can likewise affect the rehabilitation process positively or negatively. Ideally, social workers or P/CVE specialists will have contacted them before the prisoner's release, and they will be ready to support individuals from day one. Expressing compassion, for example by picking up individuals from prison, can reduce feelings of vulnerability and help them gain acceptance in the community. Other families, however, with challenging social surroundings (e.g. substance abuse issues or other radicalised family members) may hinder the rehabilitation process. But even within these families, there may be individuals who will be supportive of the rehabilitation.

Municipalities and local authorities link governments, communities, families, social workers, P/CVE specialists and individuals post-release. They have the necessary funding and an in-depth understanding of the local environment. In the process of rehabilitating individuals post-release, they can liaise between central government actors and local communities. If the relationship between communities and municipalities or local authorities works well, synergies can be harnessed that support the rehabilitation process.

Which tools and methods can be used for rehabilitation here?

Table 5 Rehabilitation tools and methods:

Phase 5 (A new 'normal': The first months, post-release)

PHASE 5 - A NEW 'NORMAL': THE FIRST MONTHS, POST-RELEASE	
P/CVE specialists	If P/CVE specialists are involved after release: • oversee and support implementation of the release plan developed in prison, alongside social workers and probation officers (if available or applicable), for instance by: - accompanying the individual to job interviews; - alerting them to additional employment opportunities; • adapt the plan, if necessary, and involve families, local authorities, law enforcement agencies and social workers; • continue to work on remaining issues for further deradicalisation (see details in Phase 3); • schedule high-frequency meetings, be available 24/7 and focus on preparing for potential critical events or dynamics, e.g.: - running into former friends from the extremist group/scene; - feelings of depression; - frustration owing to failure to find employment or suitable housing. If no social workers are available after release: • support and assist at appointments with relevant local authorities (resident registration offices, employment offices, etc.).

(28) See *Radicalised and Terrorist Offenders Released from Prison: Community and Family Acceptance* by D. Pisoïu, 2019. Retrieved from <https://ec.europa.eu/home-affairs/sites/>

PHASE 5 - A NEW 'NORMAL': THE FIRST MONTHS, POST-RELEASE

Social workers



If social workers are still involved after release:

- oversee and support the plan developed prior to release, alongside social workers and probation workers (if available or applicable), for instance by:
 - accompanying the individual to job interviews,
 - making them aware of additional employment opportunities;
- adapt the plan, if necessary, and involve families, local authorities, law enforcement agencies, P/CVE specialists;
- cooperate and coordinate with P/CVE specialists to respond to critical events in a coherent manner;
- support and assist at appointments with relevant local authorities (resident registration office, employment office, etc.).

Probation



- Coordinate meetings and the activities mandated by conditioned release with social workers and P/CVE specialists, if applicable.

Psychologists



Therapists (likely not the same person as during imprisonment):

- work on patient's underlying problem areas, if applicable.

Assessing psychologists:

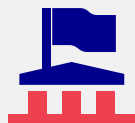
- the responsibility for risk assessment most likely lies with law enforcement and intelligence agencies, during this phase.

Religious counsellors



- Continue to provide spiritual guidance to individuals post-release, if necessary.
- If necessary, provide counsel to their families on how to deal with their formerly radicalised or violent family members.

Local authorities



- Continue to engage with and empower communities (see Phase 4).
- Ideally, train specialised staff to handle cases of individuals post-release, particularly formerly radicalised individuals or those convicted of terrorism-related crimes.

Law enforcement agencies



- Conduct a continual risk assessment.
- Build good relationships with individuals so they do not feel threatened by law enforcement officers and assessments.
- Continue to engage with communities and build good relations.

PHASE 5 - A NEW 'NORMAL': THE FIRST MONTHS, POST-RELEASE

Intelligence agencies



- Continue to gather information and provide all relevant actors with the information they need.

Families



- With the help of P/CVE specialists, support the released family member; if possible and necessary, provide preliminary housing.
- Provide assistance in finding work, engaging family member in recreational activities to prevent feelings of depression and frustration.

Communities



- If possible, welcome the released individual back.
- Support individuals and their families in finding work, housing, etc.
- Work with local authorities to ensure an open and positive process.



Box 20 Case study: Phase 5 (A new 'normal': The first months, post-release)

Story and challenges

Upon his conditional release, J. was picked up by the P/CVE specialist he had been working with for the past 2 years. He felt ashamed and did not want his family to see him being released, so he asked them to stay home. The P/CVE specialist drove him to his family home, a small apartment in a busy neighbourhood, where his mother had agreed to let him live for the first few weeks. On the second day, J. had an early morning appointment at the resident registration office and later that day another appointment with his caseworker at the employment office. He was happy to have the P/CVE specialist with him, especially because he disliked the employment office worker, whom he thought looked down on him. Two weeks after his release, J. feels depressed. He does not have much to occupy his time and feels like a burden on his mother. J. had one job interview (at a packaging site), but upon learning of his previous support for jihad, the interviewer rejected him and called him a terrorist. Aside from watching TV and browsing the internet, J. does not have much to do, especially since he is not supposed to contact his old friends. Currently, his social network comprises his mother, his siblings, his P/CVE specialist, his probation worker and the two police officers he meets once a week as part of his probation conditions. The officers are friendly enough, but J. has the impression that they still do not believe that he has changed. His P/CVE worker introduced him to a football club the day before and J liked the environment there. Exercise also offers good stress relief from the tension and anger he can feel building up.

What to do?

- Stay in close contact with individuals post-release and be available for them 24/7, at critical moments. Accompany them to important appointments. [P/CVE specialists; social workers; probation workers]
- Assist individuals in building a new and positive social network, for example via sports clubs or music, depending on their interests. [social workers; P/CVE]

specialists; communities]

- Continue to work on potential psychological issues or negative tendencies (e.g. anger management problems) and establish contact with new therapists, counsellors, etc. [social workers, P/CVE specialists, psychological services]
- Conduct recurring needs and resource assessments in cooperation with the individual. [social workers; P/CVE specialists]
- Continuously assess the status of the situation in terms of previously devised plans and readjust them, if needs and resource assessments indicate this is necessary. [social workers; P/CVE specialists]
- Establish a network of employers open to employing former prisoners and former radicalised or terrorist offenders. [local authorities; communities]
- Find suitable, independent housing for adults, to avoid escalating tensions between families and individuals post-release. [local authorities]
- Carry out security risk assessments while remaining conscious of the potential negative impact this might have on individuals' development; try to build good relations with them. [law enforcement agencies]

Keep in mind!

- Initial rejection from employers and regular housing providers is likely.
- Phases of frustration and (potentially) depression are likely.
- A lack of stable and positive social networks is likely.
- Tensions between families and individuals post-release might arise, especially if adults continue to live with their parents for prolonged periods.

What are the challenges?

INTER-AGENCY INFORMATION-SHARING & 24/7 AVAILABILITY

This phase depends on the preparations already made in prison. Therefore, the degree and type of challenge awaiting an individual post-release is linked to the effectiveness of the information exchange and collaboration between all actors involved throughout the process. For example, if housing or therapy has not been provided, this period can prove challenging, and individuals might seek help from their former extremist scene. Even seemingly small miscommunications or omissions may have serious consequences, e.g. releasing an individual on a Friday afternoon, having forgotten that many of the allocated supportive contacts will not be available until Monday. This could result in the individual turning to the (support) networks of the extremist scene they espoused before being imprisoned. In order to prevent such impulses, probation workers, social workers and P/CVE specialists managing the rehabilitation process must be available 24/7. In the worst-case scenario, members of the released individual's former extremist network may exert pressure, and potentially even intimidation and violence, on individuals post release – either to draw them back into their midst or to punish them for 'betraying the cause'.

Even if everything goes according to plan, the first few hours or days are the most crucial, as individuals are particularly vulnerable. Returning to freedom and its accompanying possibilities and responsibilities may be overwhelming after the strictures of prison.

MEDIA COVERAGE

On the first day of release and immediately after, individuals may be the subject of intense media attention, especially in high-profile cases. This can result in stigmatisation of individuals, families and communities, and even social workers, probation officers and P/CVE specialists. Rehabilitation is hampered by such attention. Even previous reports of older offences, easily accessible on the internet, may complicate tasks like finding housing and employment or being accepted by potential co-workers, school or university peers.

Indicators of positive change

Ideally, all steps of the relevant plan are followed through in a satisfying manner, contact with all actors relevant to this phase of rehabilitation is maintained and new contacts are established (e.g. with employment offices and educational institutions). If the individual begins to engage with new, non-extremist social groups or re-establishes contact with former friends from their non-extremist past, this is considered an extremely promising development and may serve as an excellent indicator of positive change.

Practice in action

Box 21

Practice in action:

Exit Sweden (Sweden) ⁽²⁹⁾

Implemented since: 1998

Information from the RAN Collection of Approaches and Practices:

Exit Sweden, designed and implemented by the CSO *Fryshuset*, has provided hands-on, individually targeted support to those wishing to withdraw from white power/neo-Nazi environments since 1998. Exit offers personal meetings, provides a contact person (available 24/7, if needed) and assists in contacting government agencies. Exit works with housing corporations, police, social services, other legal entities and families and friends of those seeking to leave. Exit also offers counselling to parents, siblings, partners and others close to its clients.

The work is tailored to the specific situation of individual clients, but usually focuses on building a new social identity beyond the previous extremist identity. Actions vary, including social activities and social training; direct, hands-on support in moving; tattoo removal; and contact with various authorities.

The duration of the work depends on the situation, ranging from a few months to a couple of years. Some individuals who left white power/neo-Nazi environments with the support of Exit now work for the project, building on their own experiences and in-depth understanding of what it means to retreat from such groups.

Other Exit activities include capacity-building in municipalities and schools, and non-profit NGO work with the target group.

How this practice relates to the current manual

For radicalised and terrorist offenders, Exit would begin initiating and establishing contact with the person some time before their release, so as to have a stable relationship in place upon release, allowing them to tackle challenges and receive the practical support needed at that time.

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(29) See *Preventing Radicalisation to Terrorism and Violent Extremism – RAN Collection of Approaches and Practices* by the Radicalisation Awareness Network (RAN), 2019, pp. 144ff. 166

Box 22
Practice in action:

Team TER (Terrorists, Extremists and Radicals) (Netherlands) ⁽³⁰⁾

Implemented since: 2012

Information from the RAN Collection of Approaches and Practices:

The nationally operating Team TER helps the Dutch Probation Service prevent (further) radicalisation by Dutch probationers. It aims chiefly to disengage radicalised Muslims (mainly domestic jihadi) from radical movements using a tailor-made probation approach, and to influence their behaviour. Push-pull factors are used to promote behavioural change and stimulate the process of reintegration into society. The main tasks are risk management and supervision, carried out in close cooperation with partners (judicial, prison, police and municipal authorities). The team is also supported by psychological and theological experts.

The Dutch Probation Service works with people suspected or convicted of terrorism-related offences such as rioting, recruiting and financing. Individuals suspected or convicted of offences like attempting to travel to or return from conflict areas or preparing an attack are referred to Team TER. In addition, Team TER works with those who are suspected or convicted of other offences but are known to be involved in radicalisation- or terrorist-related risks.

The team comprises 20 (internationally) trained probation officers specialised in relevant fields. They use regular probation methods of working in a judicial framework with mandated clients and make cognitive behavioural interventions.

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6. Gaining traction: Reintegration

- Ensuring social and functional integration is one of the principal objectives for social workers.
- Communities need to be engaged and empowered to be able to provide support for (re)integration of individuals after release, without safety concerns.
- Law enforcement agencies should aim to reduce their involvement, to restrict the potential for stigmatisation.

Goals and key takeaways

The main goal of this phase is for individuals post-release to consolidate a life away from past extremist views or identification with (new) extremist scenes. They begin to take responsibility for the direction of their own life and start building an alternative future. Actors involved in this phase should bear in mind that the person might not

⁽³⁰⁾ See *Preventing Radicalisation to Terrorism and Violent Extremism. RAN Collection of Approaches and Practices* by the Radicalisation Awareness Network (RAN), 2019, pp. 621ff. 656

necessarily be in need of reintegration, but rather integration into societal structures for the first time.

Context

Individuals are socially integrated into the community. They have regular social contacts, preferably with friends and family, are part of a (non-extremist/non-violent) community and have options and opportunities to participate in social and/or cultural events whenever they wish. Individuals are able to enjoy recreational activities when they wish, e.g. sports, artistic or spiritual activities, without feeling the need to do so in an extremist group context. They are no longer viewed primarily as former extremists/terrorists by friends and family, but as a unique and changed individual with their own particular challenges. Additionally, they are functionally integrated into society, meaning they have a place to live, have received vocational training, are employed (preferably long term), and have access to healthcare and education opportunities. Their life goals are generally in line with 'regular' biographical developments in a liberal democracy; they do not include the use of violence and the expression of extremist views.

Who is involved, and how?

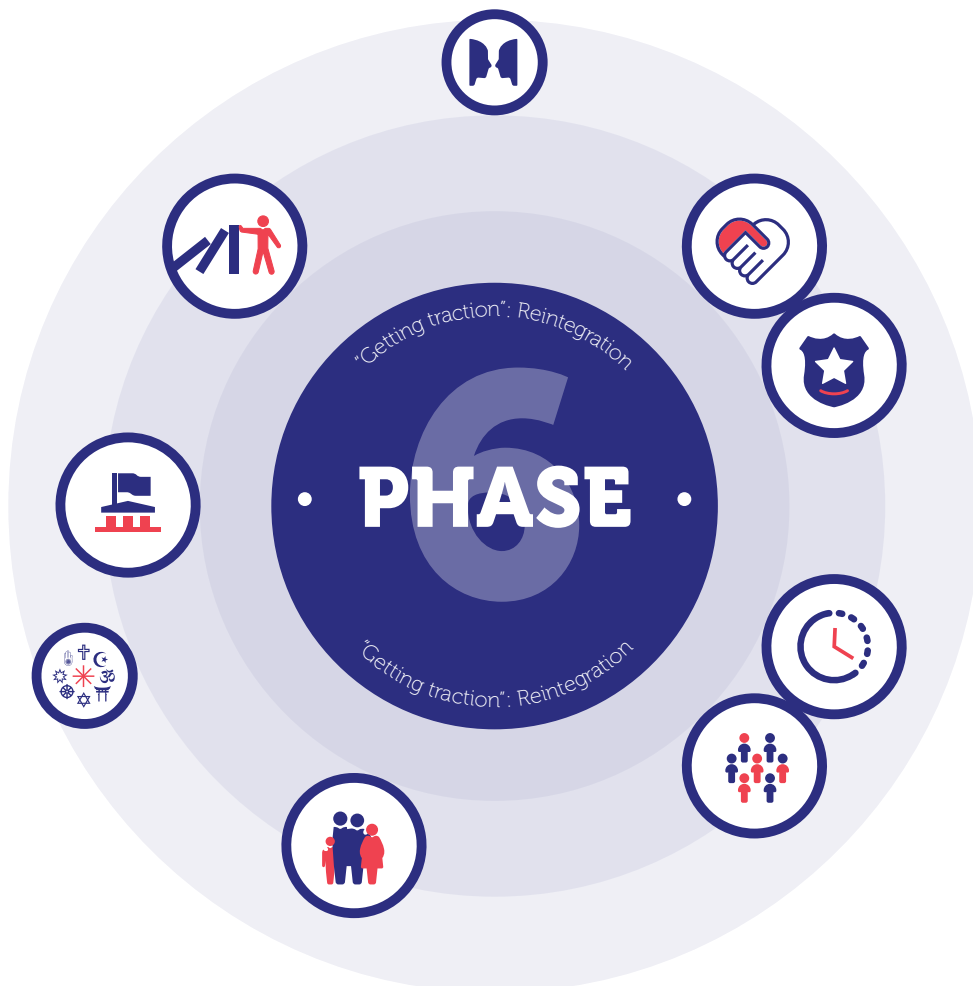


Figure 7 Actors involved: Phase 6 (Gaining traction: Reintegration)

For the initial phase after release, probation workers might be the actors best equipped to coordinate integration efforts. However, it is important to plan for a possible transfer of responsibility early on. Close monitoring and support might need to be extended after the judicially defined period of probation. If the individual post-release is not able to act

as their own 'case manager', it is essential that someone else can do so (subject to the condition that the individual agrees).

Reintegration of ex-offenders is one of the core tasks of **social work** in general. This is why **social workers** can play a central role in any reintegration effort after release, and even more so after probation. Typically, they collect and assess information on the general status of integration of an individual post-release, define needs, assess risks and facilitate cooperation between various actors. Usually, social workers have an extensive network of contacts among local authorities and **communities**; they are therefore well placed to coordinate multi-agency cooperation.

If **deradicalisation** work was carried out in prison and the prisoner was assessed to have distanced themselves from extremist views and groups, the role of **P/CVE specialists** diminishes post-release. Nevertheless, for specific problems and processes, their expertise remains relevant, e.g. when making assessments on a developing extremist world view and the risk of re-radicalisation. P/CVE specialists are trained to handle this type of situation that might seem overwhelming to probation officers or social workers not familiar with radicalisation or extremism. Ideally, the same P/CVE specialist who worked with a particular person in prison should be consulted.

Even if there is no psychological condition needing treatment, **psychologists** could still be involved, especially when personal crises occur. For individuals post-release, the process of reintegration can be exhausting and challenging. Frustration and disappointment might result when expectations (e.g. of appropriate housing and employment) are not met. It might also be beneficial to include psychologists in periodical processes of individual risk and needs assessment after release.

If individuals choose to follow a religion after release, the involvement of **religious counsellors** able to deal with radicalised or terrorist offenders can be an asset. It is imperative to prevent a return to fundamentalist or extremist religious settings and communities. This is why knowledge and understanding of the religious community to which former radicalised or terrorist offenders could return post-release is key.

In the best-case scenario, **law enforcement agencies** will need to be included in this phase only occasionally. While they might still have an interest in assessing the risk posed by individuals post-release, their actions should not jeopardise the fragile process of reintegration. However, they should be included in recurring risk and needs assessments led by probation officers or social workers.

Communities play a decisive role in social reintegration. If individuals post-release are welcomed by the (local) community (and more often than not, they are), this benefits the social and functional reintegration process. A network of community members can be much more effective in finding suitable options for housing or work. However, former radicalised individuals will need to learn to take responsibility for and remain in control of their own lives, as a fundamental part of the deradicalisation process. There is a thin line between utilising existing community networks and passively depending on community or family support.

Families are just as vital as communities for social reintegration. Except when families are part of the extremist environment, families should be involved as early and intensively as possible. Other decisive factors are marriage/relationships and parenthood. People returning to their partners and children after release could channel their energy into becoming engaged in and responsible for the family. Including marriage/relationships and parenthood in plans for the future have proved to be one of the most effective means of motivating people to reintegrate socially and functionally. It is important to note here that the 'honeymoon period' sometimes experienced in the initial days or weeks after release may be replaced by frustration and conflict as time passes. Pre-existing

family conflicts that were suspended during the imprisonment period may reappear after release. In addition, new conflicts may arise as family members adjust to the new situation. Tensions may develop as a result of the released individual temporarily moving in with family members while seeking suitable housing after release.

While communities and families are key for *social* reintegration, **municipalities and local authorities** are indispensable for *functional* reintegration. These actors often possess the financial and legal resources to identify and link individuals to employment or housing opportunities as well as to educational or vocational training. It is crucial to include these actors early, and to help individuals to overcome any prejudices against them. With the municipalities and local authorities on board, any process of reintegration will be smoother and more comprehensive. Ideally, continual joint 'case management' meetings are held with all actors involved, to discuss the individual's development and flag potential challenges to positive integration.

Which tools and methods can be used for rehabilitation here?

Table 6 Rehabilitation tools and methods: Phase 6 (Gaining traction: Reintegration)

PHASE 6 - GAINING TRACTION: REINTEGRATION	
P/CVE specialists 	If P/CVE specialists are still involved: - perform a needs and resources assessment, and once the results are satisfactory, begin 'stress-testing' the deradicalisation process, for instance by: - broaching discussions on controversial topics and observing the person's reaction; - introducing them to situations or locations which would have made them uncomfortable while radicalised (and observing their reaction). - continue to oversee and support the realisation of individuals' plans for the future, in cooperation with social workers and probation workers (see Phases 4 and 5); - increase the scope for independent action to boost their self-esteem and prepare for the eventual termination of P/CVE specialist and social work involvement; - involve families to a greater extent, preparing them to take over supporting roles from the P/CVE specialist; - introduce individuals to cultural, sports or other activities, which can help them build a new, positive network of friends; - introduce them to positive cultural or religious centres, if necessary or applicable. - If no social workers are available after release: - support and assist in the remaining important appointments with relevant local authorities (resident registration office, employment office, etc.).
Social workers 	If social workers are still involved: - support families to become independent of social work and P/CVE specialist support; - continue to oversee and support the realisation of individuals' future plans, in cooperation with P/CVE workers and probation workers; - start work on promoting self-sustainability.

PHASE 6 - GAINING TRACTION: REINTEGRATION	
Probation 	Coordinate meetings and activities mandated by conditioned release with social workers and P/CVE specialists, if applicable.
Psychologists 	Therapists: continue to work on underlying issues like trauma or mourning, if applicable.
Religious counsellors 	- Be available to individuals and their families to discuss (controversial) religious matters, when necessary. - Try to integrate them into a regular (non-extremist) religious or cultural group, if applicable.
Local authorities 	Continue to engage with and empower communities (see Phase 4).
Law enforcement agencies 	- Reassess the necessity of risk assessment procedures. - Keep working on maintaining good relationships with families and communities.
Families 	- Support the family member, in cooperation with P/CVE specialists. - Assist them to become less dependent on outside help.
Communities 	- Engage individuals in cultural and recreational activities. - Do not refer to them as formers or ex-offenders.

As with 'regular' offenders, most of the important tools, methods and interventions in this phase are the same as those employed in social work. This includes daily routines like accompanying individuals to appointments with local authorities (e.g. welfare office or health services) or supporting them with employment applications. Other significant factors include the further development of individuals' plan for the future, the formulation of success indicators and the monitoring of potentially challenging developments. Additionally, comprehensive risk and needs assessments should be conducted regularly. Tools and methods already developed for reintegration work with gang members or drugs addicts might prove applicable to the context of former radicalised or terrorist offenders. These groups often face similar challenges: dealing with pressure or even threats from former peer-groups, and the risk of relapsing into self-abusive behaviour. It is important to identify **one actor** who is responsible for coordinating the network that supports and accompanies individuals after release. This actor should also be in charge

of coordinating any task calling for multi-agency cooperation. This is especially relevant for risk and needs assessment processes, as they require an information hub monitoring and collecting all necessary information on individuals' development.



Box 23 Case study:
Phase 6 (Gaining traction: Reintegration)

Story and challenges

Finally, J. has found a job he enjoys. After some unsuccessful interviews that frustrated him, he found work at a landscaping company, where he has a good working relationship with his boss and co-workers. They do not judge him on his former views and his prison time. He has developed a friendship of sorts with a colleague. The work is tiring but rewarding, and J. feels content at night, when he returns to the small apartment he can afford on his salary. He is still seeing a therapist for help with his anger management issues, but these have already improved considerably. J. believes that manual work in an outdoors environment has benefited him. Because he was too tired for football after work, he stopped attending the football club. He is pleased that now he only has to meet police officers once a month rather than weekly. However, he still perceives the meetings as representing a lack of trust. J. is calmer when interacting with local authorities, so the P/CVE specialist only accompanies him to rare complex appointments. After he moved out of his mother's home, both J. and his mother were content with not meeting for a while. But now, their relationship has improved and he appreciates that she does not judge him by his past mistakes. In general, he is happy within himself and no longer fears the future. But since feeling calmer, J. has also started to consider religion again. He feels guilty that he is not practising Islam as much as he used to. While in prison, he discussed religious matters with an older imam, but now, he is not sure who to turn to.

What to do?

- Equip the individual's family or closer social network to assist them during times of crisis or frustration. [social workers; P/CVE specialists; families]
- Conduct needs and resource assessments. Contact with social workers or P/CVE specialists should slowly be decreasing by now. [social workers; P/CVE specialists]
- Assist the families, if needed. [P/CVE specialists; social workers]
- Provide contact with groups or people with whom religious topics can be discussed freely, without risk of re-radicalisation. [P/CVE specialists]
- Reduce security risk assessments. [law enforcement agencies; intelligence agencies]

Keep in mind!

- Religiously inspired extremists who are deradicalised have not eliminated their need for religious/spiritual expression.
- Dependence on social workers and P/CVE specialists should recede with time. These actors should gradually diminish their roles in the lives of individuals post-release; this type of contact should not take the place of engaging with regular friends and social networks.

What are the challenges?

COMMUNITY RELUCTANCE

Communities, potential employers or landlords might consider the individual post-release dangerous and might not wish to help them reintegrate. It is important to anticipate possible fears and prejudices; include P/CVE specialists, if necessary.

REINTEGRATION MAY ACTUALLY BE INITIAL INTEGRATION

In some cases, individuals were never sufficiently integrated into a social and/or functional setting before the processes of radicalisation and imprisonment started. This exclusion could have been one of the initial drivers originally contributing to their radicalisation process. It is misleading to consider such people in need of reintegration; these most challenging cases might also call for geographic (re)settlement of individuals.

IMPROPER FAVOURITISM

There is an underestimated challenge that could be best described as 'improper favouritism'. Member States strongly committed to reintegrating radicalised or terrorist individuals post-release have been perceived by regular offenders (and sometimes the general public) as granting this group undeserved and unfair 'special treatment'. Some of these offenders might even be motivated to act as if they are radicalised, to benefit from the extensive reintegration support perceived as more comprehensive than that available to 'regular' prisoners. Rehabilitation efforts should not be perceived by the general public as the rewarding of criminal and extremism-motivated behaviour, and especially not by other vulnerable societal groups in need of assistance and without criminal records.

Indicators of positive change

Social work has developed several social diagnostic tools originally designed to measure how well a person is integrated in a social and functional sense. These instruments include assessments of degrees of inclusion, analyses of social networks and biographical analyses ⁽³¹⁾. Positive results indicate that the subject is on a path to reintegration. Additionally, and in contrast to regular offenders, cognitive distancing from extremist views and ideologies has to be assessed regularly. Interdisciplinary teams, including psychologists, social workers and criminologists, should conduct these assessments. The combination of social diagnostics and assessments of extremist attitudes provide a holistic model that may be able to measure success in the reintegration of radicalised and terrorist offenders.

Success can only be measured if all actors involved agree on who has the responsibility and necessary expertise to hold assessments. Additionally, the individuals themselves have to be included in the definition of success, as they need to be able to define their own life goals and expectations. After all, being able to take control of one's own life is one of the main indicators of deradicalisation. With regard to this point, it is also necessary to manage expectations of both the general public and the individual post-release. Realistic measures and objectives should be developed, in line with the person's capacities, to prevent disappointment and disillusionment.

(31) See *Soziale Diagnostik. Verfahren für die Praxis Sozialer Arbeit*, by P. Pantuček-Eisenbacher, 2019, pp. 158ff.

Practice in action

Box 24

Practice in action:

Danish model: Prevention of Radicalisation and Discrimination in Aarhus (Denmark) ⁽³²⁾

Implemented since: 2010

Information from the RAN Collection of Approaches and Practices:

This model, a multi-agency cooperative approach adopted by the Aarhus municipality and the East Jutland Police, involves two levels of intervention: one addresses the **general population** and one addresses **individuals**.

General population intervention

1. Raises awareness of professionals and the public. Achieved via briefings and workshops for professionals and teaching institutions.
2. Entails collaboration with local communities. Involves respectful and assertive dialogue with mosques, cultural societies and other major players in local communities.

Individual intervention

1. First-line staff of the Task Force perform risk evaluations of individuals and groups.
2. Professional staff are counselled on how to deal with cases linked to radicalisation.
3. Counselling is provided for individuals and families in cases related to radicalisation.
4. Mentoring is provided for individuals at risk of radicalisation or involved with violent extremism.
5. Contingency plans are made for foreign fighters and their families.
6. Exit programmes are set up for individuals involved in violent extremist environments.

The practice is directly transferrable to Member States with a highly developed and well-functioning infrastructure. The main challenge here will be establishing the multi-agency cooperation required for the practice.

The practice in its current form is harder to transfer to Member States with a less developed infrastructure and sparse tradition for multi-agency cooperation, or where there is little basis for law enforcement and NGO cooperation (in these Member States, NGOs play the same role as social services in Member States with a highly developed social service infrastructure). Individual methodological elements in the practice will be immediately transferrable, through for instance, workshops, psychology and family network groups.

How this practice relates to the current manual

With regard to the rehabilitation of radicalised and terrorist offenders, the community engagement and empowerment aspects of the 'general population intervention' part of this approach are especially relevant. In addition, the 'individual intervention' steps 1, 2, 3 and 5 are pivotal for successful reintegration

(32) See *Preventing Radicalisation to Terrorism and Violent Extremism – RAN Collection of Approaches and Practices*, by the Radicalisation Awareness Network (RAN), 2019, pp. 188ff. 213

of released offenders. However, steps 4 and 6 should be initiated and continued during earlier phases set out earlier in the manual. The approach in its entirety can act as an inspiring practice for successful multi-agency cooperation.

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7. On track: Stabilisation

- Individuals gradually need to be able to lead a self-determined life with little to no additional support measures.
- Stabilisation is only possible once deradicalisation and integration efforts have proved successful and stable, which may take some years.

Goals and key takeaways

The ultimate goal of the final phase of the rehabilitation process is to stabilise the successes achieved during the previous phases.

Context

Individuals have returned to their community or started a new life in a different community. They are no longer supervised by probation officers, nor participating in reintegration or rehabilitation programmes. The individuals have been without supervision for a substantial period of time, and the resilience and abilities developed in the previous phases are now tested. Individuals have been integrated socially and functionally, and ideally, are in steady employment, have a stable source of income and beneficial social surroundings. Their extremist past and imprisonment are no longer central to their present lives or identities. Individuals have established 'regular' activities and structures and are no longer supervised.

Who is involved, and how?

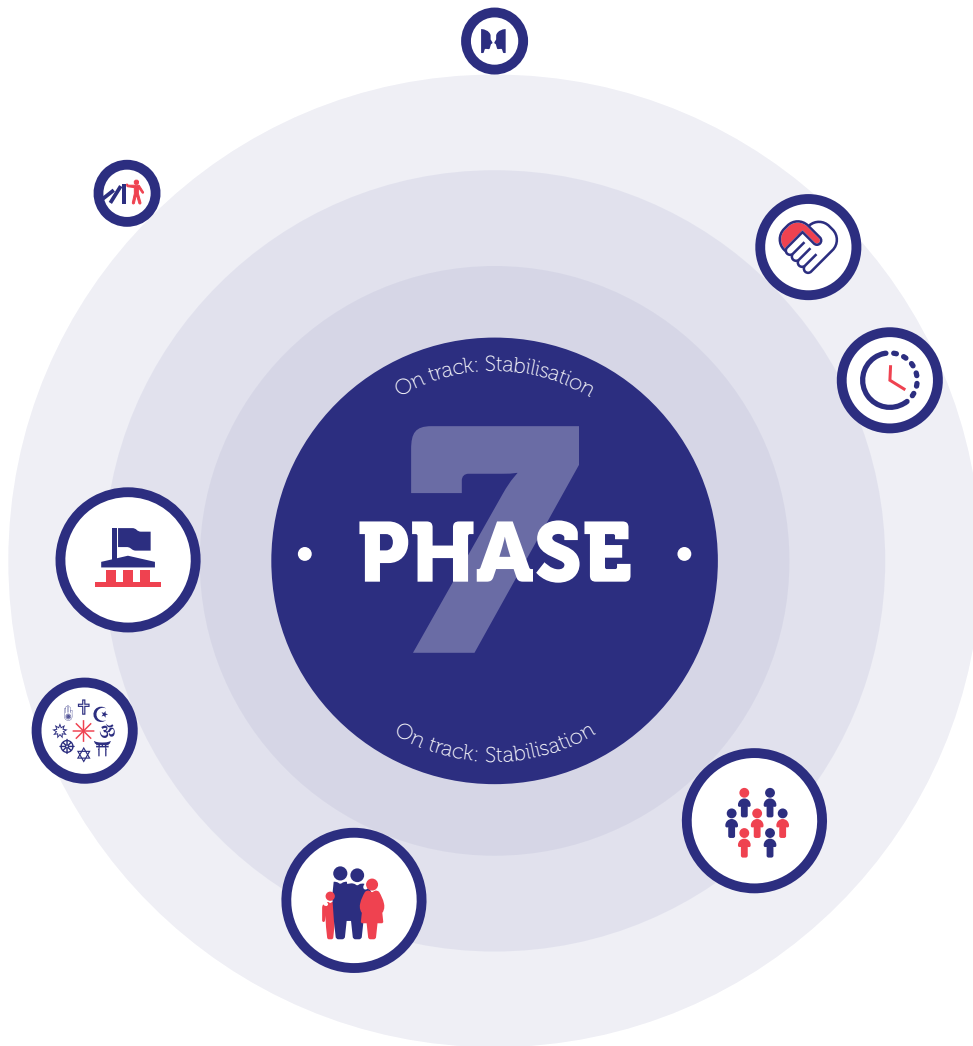


Figure 8 Actors involved: Phase 7 (On track: Stabilisation)

During the final phase of the rehabilitation process for radicalised and terrorist offenders, individuals post-release normally have to rely on themselves and their personal networks. Probation officers and **P/CVE specialists** will not play a primary role unless individuals show clear signs of re-radicalisation or re-criminalisation. Social work support remains necessary only if the individuals continue to struggle with basic integration/independent functioning in society. Therefore, the main actors involved in this phase are those in immediate proximity to the individuals.

In the first place, **families** play an essential role in the stabilisation of individuals post-release. But, as explained in previous phases, families can have a negative impact on the rehabilitation process if, for instance, they themselves share radical thoughts, are involved in criminal activities or struggle with substance abuse. Potential risks in the surroundings of the individual post-release must be monitored. In most cases, families can be a valuable part of the stabilisation process by assisting individuals in daily life and being the foundation of their support system.

Secondly, **communities** are also vital actors. The integration of individuals into communities can be decisive for the long-term success of the rehabilitation programme. Once rehabilitation programmes end, the position of individuals within society is crucial. If they feel well integrated and not stigmatised, the risk of re-radicalisation is lower. However, if individuals do feel discriminated against, stigmatised or excluded from

society, then relocation to another community could be an opportunity to start a new life, free from prejudice.

When individuals have gone through a successful rehabilitation process, **local authorities** and **municipalities** play a crucial role in stabilising and maintaining the new status quo. The stable daily life achieved in the previous phase can easily be jeopardised if individuals struggle in areas of functional or social integration. For example, the loss of work or housing could have an immense impact on the stabilisation process, serving as a trigger event for re-radicalisation. Actors such as the employment office and the welfare office are key in these situations, as they contribute to ensuring the functional stability of individuals and their ability to resolve or at least constructively deal with complicated circumstances. Furthermore, these actors can assist individuals in making essential decisions, such as continuing further education or making a change in their professional careers.

Similarly, health services play an essential role in supporting individuals' physical and mental health. This is of particular importance for returning FTFs, since psychological problems due to combat experience or life in a warzone often manifest years after these people have returned. Health services can detect such psychological signs at an early stage and refer them to **psychologists**. Psychological and physical well-being of individuals should always be maintained.

P/CVE specialists are usually no longer involved at this stage. However, P/CVE specialists need to be consulted if any of the involved actors (families, communities, local authorities, law enforcement agencies, municipalities or psychological counsellors) notice signs of re-radicalisation. Moreover, past practical experience indicates that it can be vital for individuals to have a point of contact, such as a P/CVE specialist, familiar with that specific case, to turn to in times of need or crisis. This specialist, being familiar with the individual's biography and past, can assess and react to crises appropriately. This can prevent individuals from relapsing into old structures and behaviours.

Similarly, if former religiously inspired extremists experience doubts related to their religion, it is important that they have direct contact with a regular **religious counsellor** with whom they can discuss this in a reflected and differentiated manner. If such a go-to person does not exist, the readily available pseudo-religious answers of extremist groups might resonate with them once more, posing a risk of re-radicalisation.

At best, individuals are now able to manage the paperwork and general administrative duties on their own and find their way back to a daily routine. Therefore, **social workers** are no longer required. However, if – even after years – individuals prove to be overwhelmed with such tasks, ongoing social work support could offer them valuable support.

Which tools and methods can be used for rehabilitation here?

Table 7 Rehabilitation tools and methods: Phase 7 (On track: Stabilisation)

PHASE 7 - ON TRACK: STABILISATION	
P/CVE specialists 	• Assess the deradicalisation and integration progress. • If the result is satisfactory, gradually reduce involvement. • If the result still indicates that the individual needs attention, seek the appropriate actor. • Be accessible for incidental questions of former participants (aftercare).

PHASE 7 - ON TRACK: STABILISATION	
Social workers 	If still involved: • assess the progress of integration and the levels of self-sustainability of individuals and their families, if applicable; • if the result is satisfactory, gradually reduce involvement with tasks which should be fulfilled independently.
Probation 	• Coordinate meetings and activities mandated by conditional release with social workers and P/CVE specialists, if still applicable.
Psychologists 	Therapists: • continue to work on underlying mental health issues, if applicable.
Religious counsellors 	• Be available to individuals and their families to discuss (controversial) religious matters, when necessary. • Foster their involvement with mainstream groups or networks.
Local authorities 	• Continue to engage with and empower communities (see Phase 4).
Law enforcement agencies 	• Reassess the necessity of risk assessment procedures. • Keep working on good relationships with families and communities.
Families 	• Maintain a normal, healthy relationship with the individual. • Do not remind them of their past constantly. • If there are issues that causing renewed concern about radicalisation of family member, contact the P/CVE specialists. • Do not adopt a confrontational approach towards them.
Communities 	• Engage with individuals and do not stigmatise them due to their past. • If there are issues that causing concern again, contact the P/CVE specialists. • Do not adopt a confrontational approach towards them.

The best possible tool for rehabilitation during the stabilisation phase is the full integration of individuals into all the different dimensions of society. This can include simply not treating them differently than other members of the community and actively engaging with them. The same applies for their family members.

Moreover, a needs and resources assessment before the termination of rehabilitation programmes can help individuals to better estimate their own capabilities of coping with stressful situations that may arise during the stabilisation phase.



Box 25 Case study:
Phase 7 (On track: Stabilisation)

Story and challenges

J. is proud of what he has achieved. He regrets that he does not see the P/CVE specialist very often but is happy that the specialist is confident in his resilience. They still meet for a cup of tea every once in a while, but he no longer feels under suspicion of being an extremist. The police have also stopped their visits and he is no longer required to see them either. The job with the landscaping company did not work out in the end; he felt overwhelmed by the physical work after a while, and the pay could have been better. But he only resigned after finding a desk job, not as exciting as working outdoors, but with better pay; most importantly, it allows him to meet up with friends and play sports after work again. He returned to the football club a few months ago and has been a steady member of their team ever since. He accepts that he cannot be the most perfect Muslim of all, and understands that as long as he is kind to others and does his best to be happy himself at the same time (already enough of a challenge in itself), he is doing well. The people at the cultural centre he now attends told him as much. This is a space for him to discuss religious questions that concern him, where he does not feel judged, and people do not spread hate. He visits his mother and siblings every Friday. Some of his new friends joke about that, but J. is glad he is now a constant part of family life again. Sometimes he helps his little sister with her homework.

The only incident that annoyed him during the past year was an article about jihadists returning from Syria. There was a reference to others convicted of terrorism-related crimes, and even though his last name was not stated, from the context it was clear that he was one of these. Luckily, he had been prepared for this possibility. Once his immediate anger passed, he accepted that this topic might be of interest to some, who might not know how people had changed in the meantime. He told his mother, who calmed him, and that was the end of it.

What to do?

- Spend time (re)building positive relationships with the family member. This will give them a vital important sense of belonging and increase their self-worth. [families]
- Invest in good relations with young community groups and organisations. Stay in contact and allow for informal means of communication so mutual trust and reliance can be built. [local authorities; law enforcement agencies; communities]
- Protect those who have changed their lives for the better, despite the potential for stigmatisation. [media]
- When ending the formal rehabilitation process, make clear to individuals post-release that this is because they have achieved a lot and are ready to continue unassisted. Do not give them the sense of being abandoned. [P/CVE specialists; social workers]

Keep in mind!

- The possible unintended consequences of media reporting when covering this topic.
- It could take years before a person has fully stabilised and is able to take on the challenges of everyday life by themselves.

What are the challenges?

The main challenge is for people to successfully handle demanding situations of everyday life on their own. This includes seemingly easy tasks such as administrative paperwork, but also major crises such as the death of a family member or financial problems. If individuals are not yet resilient, such situations can seriously jeopardise the rehabilitation process. Moreover, that someone may be stable in one area of their life (e.g. professionally), while struggling in other areas (e.g. personally). If resilience has not been built up sufficiently and a personal support system has not been established either, it is easy to feel left alone, hurt and excluded from society. They could potentially become re-radicalised by actively seeking extremist groups or becoming more vulnerable to recruitment. What also needs to be taken into account is that individuals at some point – by chance or intentionally – might have an encounter with **victims of terrorism** or extremism, or possibly even with victims of their own actions. Not only could this cause flashbacks and unease on the side of individuals, but it could also traumatise the victims. To avoid the negative impact on the rehabilitation process, but most importantly, to prevent harm for the victim, measures of restorative justice can be applied. On condition that the offenders have already accepted their previous crimes as wrong, and provided that the victims agree, such measures should be carried out as early as possible. Victims can be influential actors for community cohesion (see Practice in action, Box 00).

Another challenge is family conflicts that have been overlooked by both families and prisoners during imprisonment. Underlying conflicts may simply be ignored rather than addressed. Such conflicts can reappear in the months and years after release and threaten the stabilisation of individuals.

It is desirable for individuals to feel as normal as possible, that is, integrated into society. However, there is a risk of them forgetting about their past in prison. Shortly after release, former prisoners often promise themselves that they will never return to prison and will follow the plan agreed with their probation officers and/or P/CVE specialists. However, as time passes, it becomes easier for people to relapse into old behaviour patterns and engage in risky situations because they feel secure and stable, and therefore become less careful. Individuals can easily overestimate their own resilience at this stage.

Indicators of positive change

While there is no clear means of measuring success in the context of deradicalisation and rehabilitation work, there are certain indicators that imply a successful or stable rehabilitation. These include stability in financial, emotional and social terms. Individuals do not relapse into recidivism and their motivation remains high to stay on track and follow the plan established before prison release. However, it is important to bear in mind that while people can be stable in one area of their life, they can still struggle elsewhere. The term 'success' is therefore to be used with caution. Eventually, the individuals need to be sufficiently equipped to reflect on their own position in life critically and truthfully and be able to seek out assistance if needed.

Practice in action

Box 26

Practice in action:

Post-release Stabilisation Coaching, part of Radicalisation Prevention and Deradicalisation in Prison and Probation (Germany) ⁽³³⁾

Implemented since: 2001

Under the Deradicalisation in Prison and Probation programme, Violence Prevention Network focuses on long-term stabilisation in the rehabilitation process.

The prison training programme includes a phase of self-doubt and reflection on one's patterns of thought and behaviour. This is followed by realising the targeted change after release from prison. Especially in this phase, participants are still dependent on support. The stabilisation coaching, an optional support after release lasting 6 to 12 months, represents continuation of the training programme after imprisonment. It helps establish the newly learned conflict resolution strategies in everyday life and distance oneself from extremist ideologies and group structures. A systemic approach is pursued throughout the process, and the results are activated in stabilisation coaching. In this context, **families are also offered the support they need** to help a family member reintegrate. The trainers are always available to families as contact persons. The social support network established in cooperation with relatives plays a role in this phase. Generally, relatives stabilise the participants further after their release and support them. They come into play immediately after discharge and help participants keep a distance from the old scene. In this phase, probation officers are also explicitly involved in the stabilisation process. If necessary, they attend counselling and training programmes for probation officers.

The trainers are in regular, intensive contact with participants during this time; they have a relationship of mutual trust throughout the training programme. Trainers visit participants on site and can be reached should acute problems arise. They also offer specific reorientation support. In addition to dealing with conflicts and stressful situations, the focus is now also on work, vocational training and education measures (taking a systemic approach). Successful reintegration into an environment of work or vocational training considerably reduces the risk of relapse, because taking responsibility for one's life is directly linked to the generation of legal income and having stable work.

This phase is often associated with failures and frustrations, with enormous risk of relapse as well as the temptation to rejoin a familiar scene. Trainers help participants maintain self-control and avoid situations of conflict. Trainers are also there to help participants structure their daily and weekly schedules, safeguard their livelihoods and secure accommodation. At the same time, key third parties are involved; e.g. probation officers and other relevant government agencies. The degree of the support depends on the needs of the participants. The goal is to support them in independent actions only where necessary, in order to gradually promote assumption of responsibility for their own lives. The stabilisation coaching provides participants with important contact partners who are aware of their history and the completed deradicalisation work, having supported them along the way ⁽³⁴⁾.

(33) *From Preventing Radicalisation to Terrorism and Violent Extremism – RAN Collection of Approaches and Practices*, by the Radicalisation Awareness Network (RAN), 2019. pp. 173ff. 198

(34) See *Deradicalisation in Prison: Violence Prevention Network's deradicalisation programme* by the Violence Prevention Network, 2019. Retrieved from <https://violence-prevention-network.de/wp-content/uploads/2019/09/Violence-Prevention-Network-Deradicalisation-in-prison-1.pdf>

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Box 27

Practice in action:

European Forum for Restorative Justice (EFRJ) (EU)

Implemented since: 2000

'The EFRJ focuses on the application of restorative justice to criminal matters, but other areas, such as families, school and community mediation, are not excluded.

The EFRJ does not defend any one 'best practice' model of restorative justice, but recognises that restorative justice is an evolving approach.

The general aim of the EFRJ is to contribute to the development and establishment of victim-offender mediation and other restorative justice practices throughout Europe.

To achieve this aim, the EFRJ:

- promotes international information exchange and mutual assistance;
- promotes the development of effective restorative justice policies, services and legislation;
- explores and develops the theoretical basis of restorative justice;
- stimulates research;
- assists in the development of principles, ethics, training and good practice;
- pursues other objectives determined by the General Meeting' ⁽³⁵⁾.

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(35) From *The role of victims in strengthening social cohesion after a period of violence* by the Radicalisation Awareness Network (RAN), 2019, p. 11. Retrieved from https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/radicalisation_awareness_network/about-ran/ran-rvt/docs/ran_rvt_the_role_of_victims_bilbao_21062019_en.pdf

General recommendations

The radicalised or terrorist offenders are always the principal actors in their rehabilitation process. Without their active engagement and commitment, rehabilitation efforts are futile. Regardless of the phase at which actors enter the rehabilitation process, the primary and most important goal across all phases and for all actors is gaining the trust and cooperation of the radicalised or terrorist offenders.

Once these basic facts regarding rehabilitation are understood, it becomes clear that while (former) radicalised or terrorist offenders might be the principal actors without whom nothing can be accomplished, they most certainly are in no position to achieve rehabilitation on their own. Whether or not other actors who have frequent contact with radicalised or terrorist offenders are included in rehabilitation efforts, they unavoidably have a powerful influence on offenders and thus on the outcomes of the rehabilitation process. Therefore, it is of strategic importance when designing rehabilitation measures to widen the focus to all potential actors that may need to be included in the process.

However, it is also true that to a certain degree, the outcome of any rehabilitation process are ultimately beyond the control of *all* actors engaged in rehabilitation efforts. In particular, personal crises in offenders' lives are unpredictable, unavoidable and may disrupt the rehabilitation process. The only way to mitigate inevitable setbacks is to harness the shared knowledge of individuals' hopes and expectations, pre-existing conflicts and common triggers across all involved actors, react swiftly to personal crises and implement flexible measures as best one can.

For rehabilitation processes to be successful, the following overarching recommendations are proposed, in addition to those already presented in each phase.

1. **Plan and initiate rehabilitation measures as early as possible.** Constantly (re)evaluate when specific measures can and should start, depending on individuals' development.
2. **Involve as many relevant actors as possible in the development and definition of goals and options** of the process from the start (taking into account individual abilities, social contexts, etc.). Multi-agency cooperation and understanding is key.
3. **Invest in strong multi-stakeholder and multidisciplinary relations** to carry out rehabilitation processes as joint efforts.
4. **Clearly define and communicate the different roles and responsibilities** during each phase. However, for roles and responsibilities to be clear, coherent legal frameworks and guidelines need to be in place that protect all actors and enable them to fulfil their duties to the greatest extent possible. Trust and open communication across all involved actors is the linchpin of any successful rehabilitation effort.
5. **Define a leading role during each phase, based on the Member State's administrative system and division of responsibilities across relevant agencies.** This way, a coherent process can be established and responsibilities transferred smoothly over the different phases of the rehabilitation process.
6. **Continuous monitoring is one of the most important elements** of any rehabilitation effort. It is the basis of any meaningful measurement of 'success.' This includes **risk assessments** by law enforcement, intelligence agencies or prison management. At the same time, social workers and psychologists have their own modes of assessing and diagnosing (individual) needs and risks.
7. **Use and enable CSOs as independent actors** to provide specialised expertise (e.g. P/CVE specialists) and **carry out deradicalisation programmes and family or community empowerment and cohesion measures.** Radicalised or terrorist offenders often hold a deep-rooted mistrust of state and governmental actors; **because CSOs are viewed as distinct from state actors, they are in a unique position to build trust with such offenders.** Secondly, **CSOs can serve as a bridge to communities,** because they commonly have a more immediate legitimacy and may already be well-known

and trusted in certain relevant communities. Therefore, any rehabilitation plans should include both governmental and non-governmental actors. However, especially in the role of P/CVE specialists, CSOs need the capacities and legal protection to contribute effectively to rehabilitation processes.

8. **Engage communities, families, municipalities and local authorities, to ensure a smooth transition period after release.** Engaging these 'non-traditional' actors in the rehabilitation effort is highly resource-intensive, especially regarding the time investment needed to get them on board and aligned with the objectives of rehabilitation, and to advise and facilitate their actions. Nonetheless, without their cooperation (including the ability and willingness to welcome individuals), rehabilitation is almost impossible, so the return on investment will be immeasurably high in the long run (CSOs with strong community relationships are an asset).
9. **Consider relocation, if necessary.** Carefully assess the role played by the offenders' original communities and families in their radicalisation and deradicalisation process. Sometimes, the communities or families may have negative impact. If so, comprehensive relocation must be considered as an option after release.
10. **Prevent and counter stigmatisation and discrimination on all levels.**
11. **Consider age, gender, and religious and ethnic aspects and differences throughout all steps when designing programmes.** In many cases, comprehensive expertise will not be available at every organisation or institution. In this case, **do not hesitate to include external experts.**

Further reading

For more information on and around this topic, see the following selection of texts and guidelines.

Children and violent extremism: international standards and responses from the criminal justice systems. *Penal Reform International*, 2017. Retrieved from <https://www.penalreform.org/resource/children-violent-extremism-international-standards-responses-criminal-justice/>

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Annex

This matrix is written explicitly for practitioners. Containing steps for each phase, it provides an overview of actions and interventions to put in place for each actor. The actions and interventions are neither comprehensive nor applicable in all cases. Some Member States have different approaches or actors who fulfil multiple roles, while others do not involve certain actors in the process at all.

Table 8 Actions and interventions:

Phase 1 (Being judged: Pretrial detention and investigative custody)

PHASE 1 - BEING JUDGED: PRETRIAL DETENTION AND INVESTIGATIVE CUSTODY	
Law enforcement agencies	- Investigate and gather information with a view to prosecution. - Find other offenders who may be involved. - Avoid stigmatisation of the accused and defendants, their families and communities. - Try to build good relationships with all communities in the area, e.g. through community police officers.
Intelligence agencies	- Investigate and gather information. - Share relevant information with law enforcement and the judiciary, and ideally also with P/CVE specialists.
Judiciary	- Determine sentence, e.g. its type and duration. - Set conditions, e.g. mandate participation in deradicalisation programmes. - Ensure due process is followed.
Prison systems	- Provide a healthy prison environment. - Train staff to work optimally with this type of offender. - Prevent/address stigmatisation and racism from staff and other prisoners.
Families	- Seek out P/CVE specialist assistance and family support to help family member's deradicalisation and (re)integration. - Do not reject the family member; do not confront them.
Communities	- Try to assist the defendant during the trial, morally and by testimony. - If possible, do not cut ties with defendants, but instead support them in their (re)integration and deradicalisation.

PHASE 1 - BEING JUDGED: PRETRIAL DETENTION AND INVESTIGATIVE CUSTODY

P/CVE Specialists	• Establish first contact with defendants, if possible. • Conduct a first needs and resources assessment, in cooperation with social workers. • Establish first contact with communities and families; provide support by sharing information on trial, ideology and media coverage. • Establish whether families can be helpful in the deradicalisation process or might jeopardise it (e.g. if families support extremist milieus). Coordinate with social workers. • Empower positive family members to support defendants and work towards deradicalisation, e.g. by explaining how to interact with defendants non-confrontationally. • Clear guidelines for working with defendants are necessary to avoid a conflict of interest. • Support communities in dealing with possible media coverage and public attention.
Social workers	• Establish first contact with the accused/defendant. • Help the accused/defendants adjust to detention and/or prison environment. • Conduct a first needs and resources assessment, in cooperation with P/CVE specialists. • Support defendants in their needs, working towards making them self-sustaining and stable. • Establish if families can be helpful for the (re)integration process. Coordinate with P/CVE specialists. • Work to empower positive family members to support defendants and prevent further grievances.
Psychologists	Therapists: • initiate contact and determine if there are underlying psychological issues at play; • if so, begin therapy. Assessing psychologists: • may be asked to assess defendants, to determine if they are mentally capable of undergoing due process and imprisonment as well as pretrial detention; • conduct risk assessment.
Religious counsellors	• If needed, can support families, communities and defendants.
Local authorities	• Build partnerships with community groups and leaders to establish strong programmes to prevent further radicalisation among local communities. • Equip communities with the financial and staff resources necessary to run educational programmes and provide assistance to struggling families. • Train staff to avoid stigmatisation.

Table 9 Actions and interventions: Phase 2 (A new reality: Reception)

PHASE 2 - A NEW REALITY: RECEPTION

Judiciary	• Exercise the power to positively influence the sentence and reception for rehabilitation purposes.
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PHASE 2 - A NEW REALITY: RECEPTION

Prison systems	• Provide a healthy prison environment. • Train staff to work optimally with this type of offender. • Prevent/address stigmatisation and racism from staff and other prisoners.
Families	• With the support of P/CVE specialists, continue to engage with family member in prison. • Do not cut ties and maintain a positive relationship to assist the rehabilitation process especially during this time of adjustment.
Communities	• Do not cut ties with families of radicalised or terrorist offenders. Support them through this difficult time. • If possible, do not cut ties with defendants, but instead support them in their (re)integration and deradicalisation.
Social workers	• Help offenders adjust to detention and/or prison environment. • Support prisoners in their needs, working towards making them self-sustaining and stable. • Begin developing plans for engaging prisoners in educational and vocational trainings. • Continue to empower positive family members to support defendants and prevent further grievances, if applicable.
P/CVE specialists	• Conduct a first needs and resources assessment in cooperation with social workers (if not already done in Phase 1). • Begin deradicalisation work in one-on-one and group settings based on the prior assessment. • Work to empower positive family members to support defendants and work towards deradicalisation, e.g. by explaining how to interact with defendants non-confrontationally. • Clear guidelines for working with defendants are necessary to avoid a conflict of interest. • Support communities in dealing with possible media coverage and public attention.
Psychologists	Therapists: • start to work on underlying psychological problem areas, if applicable; • focus on the likely stress factors arising as a result of early imprisonment, depending on individual issues, e.g.: - difficulties adjusting to daily structures, - potential problems with other prisoners, - anger management issues, - depressive tendencies; • conduct a needs and resources assessment and cooperate with social workers, P/CVE specialists, and probation workers in the development of personalised plans for educational, vocational and other measures. Assessing psychologists: • conduct a risk assessment; • inform other actors of the assessment results so it can be incorporated into the development of imprisonment plans.

PHASE 2 - A NEW REALITY: RECEPTION

Religious counsellors	• If needed, support families, communities and defendants. • Support deradicalisation processes by modelling multifaceted, differentiated religious thinking that runs counter to dichotomous, polarised approaches.
Local authorities	• Train staff to avoid stigmatisation.

Table 10 Actions and interventions: Phase 3 (Putting time to use: Serving the sentence)

Phase 3 - Putting time to use: Serving the sentence

Prison	• Provide a healthy prison environment. • Train staff to work optimally with this type of offender. • If possible, prevent/address stigmatisation and racism of staff and other prisoners.
P/CVE specialists	• Carry out deradicalisation programmes by working on individuals' underlying issues, for instance by: - using the biography: How did I become who I am? - using a genogram: Who is important to me? Who in my social surrounding can help me? Who might damage me? - working with the name: Who shaped and influenced me? How did I become the person I am today? - exploring identities: Who am I? What am I not? - activating resources: What am I good at? What can I be proud of? - practicing anger management and reducing stress: How do I deal with difficult situations? - reflecting on values and norms: What does society want and provide? How can I be a functioning part of society? - working with faith: What do I want to do with my life? What does god mean for me? How do I use my faith? What is faith? (How did it become corrupted?); • Coordinate deradicalisation programmes with the social workers' efforts towards (re)integration. • Support positive family members to maintain contact with prisoners.
Social workers	• Work towards making prisoners self-sustaining and equip them with the means necessary for social and functional integration after release, for instance by: - providing opportunities to finish school, training, vocational training, etc.; - establishing contact with future employers, housing opportunities, etc. • Coordinate with P/CVE specialists. • Support individuals within prison systems.

Phase 3 - Putting time to use: Serving the sentence	
Psychologists	Therapists: • continue to work on underlying problem areas, if applicable; • focus on the likely stress factors arising after release, depending on the individual's issues, e.g.: - lack of clear daily structures, - anger management issues, - depressive tendencies. Assessing psychologists: • conduct a current risk assessment; • inform other actors of the assessment results so it can be incorporated into the development of post-release plans.
Religious counsellors	• Provide spiritual guidance. • Support individuals in their faith through multifaceted, differentiated, complex religious thinking. • Strengthen their resilience to the appeal of simplistic, polarised answers and perspectives. • Help them manage potential crises and setbacks. • Establish contact with spiritual support and/or positive religious groups outside the prison system.
Families	• Visit individuals, provide moral support for them throughout the prison sentence, and strengthen their resilience (if needed with help of social workers or P/CVE specialists).
Communities	• Continue supporting the families of convicted offenders. • Take measures to prepare for the release of offenders, e.g. through dialogue processes with community members who fear returning offenders.
Local authorities	• Take measures to prepare for the release of radicalised and terrorist offenders, e.g. by training specialised staff to deal with them. • Continue to build strong partnerships with communities (see Phase 2).

Table 11 Actions and interventions:

Phase 4 (Tackling the inevitable: Preparation for release)

PHASE 4 - TACKLING THE INEVITABLE: PREPARATION FOR RELEASE	
Prison	• Provide a healthy prison environment. • Train staff to work optimally with this type of offender. • If possible, prevent/address stigmatisation and racism of staff and other prisoners.
P/CVE specialists	• Carry out a needs and resource assessment focusing on the deradicalisation process, alongside the social workers focusing on aspects important for (re)integration. • Continue to work on remaining issues to further deradicalisation (see details in Phase 3). • Cooperate with prison social workers and probation workers to develop concrete plans for after release (see below).

PHASE 4 - TACKLING THE INEVITABLE: PREPARATION FOR RELEASE

Social workers	• Carry out needs and resource assessments alongside P/CVE specialists. The P/CVE specialists focus on the deradicalisation process, social workers focus on (re) integration. • Support the development of concrete plans for the post-release period, including preparations for: - finding suitable housing; - making appointments with the necessary local authorities (employment offices, resident registration offices, youth care centres, etc.) and police and security agencies. • Take measures to prepare families for the return of individuals post-release by: - making them aware of existing support structures; - involving them in the development of plans, e.g. via a round-table meeting.
Probation	• Cooperate with P/CVE specialists and social workers to develop comprehensive post-release plans. • Ensure these plans follow the exact rules and regulations attached to the conditioned release or parole, if applicable.
Psychologists	Therapists: • continue to work on underlying problem areas, if applicable; • focus on the stress factors likely to arise after release, depending on the individual's particular issues, e.g.: - lack of clear daily structures, - anger management issues, - depressive tendencies; • conduct a needs and resources assessment and cooperate with social workers, P/CVE specialists and probation workers in the development of post-release plans. Assessing psychologists: • carry out a current risk assessment; • inform other actors of assessment results, so it can be incorporated into the development of post-release plans.
Religious counsellors	• Continue to provide spiritual guidance, if applicable. • Continue to support deradicalisation processes by modelling a multifaceted, complex, differentiated outlook on religion (not polarised, black-and-white interpretations). • Support the families and/or communities to which the offender is about to return.
Local authorities	• Build partnerships and engage in direct and meaningful communication with community representatives and stakeholders, so as to understand their sentiments, grievances and needs. • Equip communities with the resources necessary to make positive contributions to the lives of their members and accept offenders back into their midst, e.g.: - provide family day centres with sufficient staff; - provide educational and recreational activities for children and young people; - employ community social workers.

PHASE 4 - TACKLING THE INEVITABLE: PREPARATION FOR RELEASE	
Law enforcement agencies	• Cooperate in the development of post-release plans by informing relevant actors of law enforcement duties and raising awareness of the necessity of law enforcement actions. • Build good and credible relationships with communities to avert suspicion of stigmatisation and discrimination. Coordinate with local authorities.
Families	• With the help of P/CVE specialists and relevant institutions, assist prisoners in finding housing and work, if possible. • Maintain contact with prisoners.
Communities	• Continue supporting the families of convicted offenders. • Take measures to prepare for the release of offenders, e.g. by engaging in dialogue processes with community members alarmed at the prospect of returning offenders.

Table 12 Actions and interventions:

Phase 5 (A new 'normal': The first months, post-release)

PHASE 5 - A NEW 'NORMAL': THE FIRST MONTHS, POST-RELEASE	
P/CVE specialists	• Oversee and support the fulfilment of the plan developed prior to release, alongside social workers and probation workers (if available or applicable), for instance by: - accompanying the individual to job interviews; - alerting them to additional employment opportunities. • Adapt the plan, if necessary, and involve families, local authorities, law enforcement agencies, social workers, etc. • Continue to work on remaining issues for further deradicalisation (see details in Phase 3). • Schedule frequent meetings, be available 24/7, and focus on preparing for potential critical events or dynamics, e.g.: - encountering former friends from the extremist group/scene; - feelings of depression; - frustration owing to failure to find employment or suitable housing. If no social workers are available after release: • support and assist individuals in their remaining important appointments with relevant local authorities (resident registration offices, employment offices, etc.).

PHASE 5 - A NEW 'NORMAL': THE FIRST MONTHS, POST-RELEASE

Social workers	If social workers are still involved after release: • oversee and support the fulfilment of the plan developed prior to release, alongside social workers and probation workers (if available or applicable), for instance by: - accompanying the individual to job interviews; - making them aware of additional employment opportunities; • adapt the plan, if necessary, and involve families, local authorities, law enforcement agencies, P/CVE specialists in this step; • cooperate and coordinate with P/CVE specialists to respond to critical events in a coherent manner; • support and assist in appointments with relevant local authorities (resident registration offices, employment offices, etc.).
Probation	• Coordinate meetings and the activities mandated by conditioned release with social workers and P/CVE specialists, if applicable.
Psychologists	Therapists (likely not the same actor as in prison): • work on patient's underlying problem areas, if applicable. Assessing psychologists: • the responsibility for risk assessment most likely lies with law enforcement and intelligence agencies during this phase.
Religious counsellors	• Continue to provide spiritual guidance to individuals post-release, if applicable. • If necessary, provide counsel to their families on how to deal with their formerly radicalised or violent family members.
Local authorities	• Continue to engage with and empower communities (see Phase 4). • Ideally, train specialised staff to handle cases of individuals post-release, particularly formerly radicalised people or those convicted of terrorism-related crimes.
Law enforcement agencies	• Conduct a continual risk assessment. • Build good relationships with individuals so they do not feel threatened by you and the assessment. • Continue to engage with communities and build good relations.
Intelligence agencies	• Continue to gather information and provide all relevant actors with the information they need.
Families	• With the help of P/CVE specialists, support released family member, and if possible and necessary, provide preliminary housing. • Provide assistance in finding employment, engaging them in recreational activities to prevent episodes of depression and frustration.

PHASE 5 - A NEW 'NORMAL': THE FIRST MONTHS, POST-RELEASE

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| Communities | <ul style="list-style-type: none"> • If possible, welcome the released individual back. • Support individuals and their families in finding employment, housing, etc. • Work with local authorities to ensure an open and positive process. |
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Table 13 Actions and interventions: Phase 6 (Gaining traction: Reintegration)

PHASE 6 - GAINING TRACTION: REINTEGRATION

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| P/CVE specialists | <ul style="list-style-type: none"> • Conduct a needs and resources assessment. Once the results of this assessment are satisfactory, begin 'stress-testing' the deradicalisation process, for instance by: <ul style="list-style-type: none"> - broaching discussions on controversial topics and observing reactions; - introducing the person to situations or locations which would have made them uncomfortable while radicalised, and observing their reactions. • Continue to oversee and support the fulfilment of the individual's plan for the future, in cooperation with social workers and probation workers (see Phases 4 and 5). • Increase the scope for independent action to boost their of self-esteem, and anticipate the eventual end of P/CVE specialist and social work support. • Begin involving families to a greater extent, preparing them to take over supporting roles currently fulfilled by P/CVE specialists. • Introduce the person to cultural, sports or other activities likely to help them build a new, positive network of friends and relationships. • Introduce them to positive cultural or religious centres, if necessary or applicable. |
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If no social workers are available after release:

- support and assist individuals in their remaining important appointments with relevant local authorities (resident registration offices, employment offices, etc.).

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| Social workers | <p>If social workers are still involved:</p> <ul style="list-style-type: none"> • support families to become independent of social work and P/CVE specialist support; • continue to oversee and support the fulfilment of individuals' future plans in cooperation with social workers and probation workers; • begin to lay the groundwork to prepare them for self-sustainability; |
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| Probation | <ul style="list-style-type: none"> • coordinate meetings and the activities mandated by conditioned release with social workers and P/CVE specialists, if applicable. |
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| Psychologists | <p>Therapists:</p> <ul style="list-style-type: none"> • continue to work on underlying issues, if applicable. |
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PHASE 6 - GAINING TRACTION: REINTEGRATION

Religious counsellors	• Be available to individuals and their families to discuss (controversial) religious matters, when necessary. • Try to integrate them in a positive religious or cultural group, if applicable.
Local authorities	• Continue to engage with and empower communities (see Phase 4).
Law enforcement agencies	• Reassess the necessity of risk assessment procedures. • If possible, discontinue risk assessment. • Keep working on maintaining good relationships with families and communities.
Families	• Support family member, in cooperation with P/CVE specialists. • Assist them to become less dependent on outside help.
Communities	• Engage individuals in cultural and recreational activities. • Do not refer to them as formers or ex-offenders.

Table 14 Actions and interventions: Phase 7 (On track: Stabilisation)

PHASE 7 - ON TRACK: STABILISATION

P/CVE specialists	• Continue to assess the deradicalisation and integration progress. • If the result is satisfactory, gradually reduce involvement in handling of important tasks (e.g. administrative work or appointments with authorities). • If there is still a great deal of work to be done, stay in close contact and consider adjusting the plans.
Social workers	If still involved: • assess the progress of integration and the levels of self-sustainability of individuals and their families, if applicable; • if the result is satisfactory, gradually reduce involvement in their lives and support for tasks which should be fulfilled independently.
Probation	• Coordinate meetings and the activities mandated by conditional release with social workers and P/CVE specialists, if applicable.
Psychologists	Therapists: • continue to work on underlying issues, if applicable.
Religious counsellors	• Be available for individuals and their families needing to discuss (controversial) religious matters, when necessary. • Foster their involvement with positive groups or networks.
Local authorities	• Continue to engage with and empower communities (see Phase 4).

PHASE 7 - ON TRACK: STABILISATION

Law enforcement agencies

- Reassess the necessity of risk assessment procedures.
- If possible, discontinue risk assessment.
- Keep working on maintaining good relationships with families and communities.

Families

- Maintain a normal, healthy relationship with family member.
- Do not constantly remind them of their past.
- If there are issues causing concern, contact the P/CVE specialists.
- Do not confront them.

Communities

- Engage with individuals as with every other member of community.
- Do not stigmatise them due to their past.
- If there are issues causing concern, contact the P/CVE specialists.
- Do not confront individuals.



Radicalisation Awareness Network

