**Deradicalization, Rehabilitation and Aftercare Programs**

**for Former and Potential Violent Extremists**

Concept Proposal for 2019 [Engagement Facility](https://popp.undp.org/_layouts/15/WopiFrame.aspx?sourcedoc=/UNDP_POPP_DOCUMENT_LIBRARY/Public/PPM_Design_Engagement%20Facility.docx&action=default) funding

# Criteria

1. Catalytic in terms of mobilizing new resources or developing hard pipeline
2. Clear link to CPD outputs and IWP
3. Showcases integrated CO work (across Teams, programme and project areas)

# Background with problem statement

***Linkage with 2019-2023 UNDP Philippines CPD and PHL CO 2019 Integrated Work Plan***

The project is expected to contribute to Outcome 3 of the UNDP Philippines Country Programme Document 2019-2023 *(Outcome 3: National and local governments and key stakeholders recognize and share a common understanding of the diverse cultural history, identity and inequalities of areas affected by conflict, enabling the establishment of inclusive and responsive governance systems and accelerating sustainable and equitable development for just and lasting peace in conflict affected areas in Mindanao)* Specifically, the project is expected to contribute towards the delivery of the following outputs:

*3.1 Effective participation of former combatants in local governance, public administration, and political processes supported to secure lasting peace.*

*3.2 Platforms for transitional justice and community security established and operationalized to respond to the deep sense of marginalization.*

*3.3 UNDP-assisted combatants and conflict-affected communities provided with incentives and capabilities to become productive members of society in times of peace.*

The project is also linked to the following programmatic priority area identified under the CO 2019 IWP: Peace process implementation - To address key drivers of conflict and instability, UNDP will facilitate the transition of the Moro Islamic Liberation Front to the Bangsamoro Autonomous Region of Muslim Mindanao and support the formulation of a recovery framework for Lanao del Sur. Likewise, initiatives under this project will also contribute to PHL CO 2019 IWP Output 3.2.1: National capacities strengthened for reintegration, reconciliation, peaceful management of conflict and prevention of violent extremism in response to national policies and priorities.

***Project Background***

The siege of Marawi City in 2017 in the Lanao del Sur province of the Philippines by the ISIS- linked Maute Group has increased the risks of the spread of violent extremism in Southern Philippines. More recently, twin bombings in a Catholic cathedral in Jolo, Sulu, have killed 23 individuals and wounded 95 civilians and military personnel. Investigations undertaken by the Philippine government have pointed towards suicide bombers deployed by an Abu Sayyaf group led by Hatib Hadjab Sawadjaan as the perpetrators of the violent incident. Further inquiries have also pointed towards Sawadjaan assuming leadership of militants influenced by ISIS, following the death of Isnilon Hapilon in Marawi.

These events may be seen as demonstrating the growing risks of violent extremism in Southern Philippines, brought about by the confluence of the following factors: purported delays and irregularities in the rehabilitation and reconstruction of Marawi City; the growing influence of more radical and articulate religious preachers and teachers; the active recruitment into violent extremist groups among the youth; the shadow parallel economy that has thrived in the region; and, the persistence of poverty and underdevelopment in the region. Such risks have built on the growing discontent among affected sectors in the Bangsamoro regions, particularly those members of groups who are most vulnerable to radicalization and violent extremism.

On the other hand, there also exist significant opportunities to stem the rise of radicalization and violent extremism in Southern Philippines. For one, the installation of the Bangsamoro Transition Authority and the formation of the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) have paved the way for realization of the Bangsamoro people’s right to self-determination. In its first Regional Peace and Order Council meeting held last 12 March 2019, the RPOC, composed of representatives from the BTA, the local government units and the security sector, acknowledged that the Abu Sayyaf still represents the top threat to security in the BARMM. With the Moro Islamic Liberation Front (MILF), the LGUs and the security sector coming together to discuss risks and threats to peace and security in the BARMM, there exists a potent prospect for these sectors to collaborate on efforts to address the risks of violent extremism in the region.

Acknowledging the spread of violent extremism in Southern Philippines, many individuals and organizations from different sectors of Philippine society have engaged in various efforts geared towards preventing and countering violent extremism. Specifically, government agencies, and local government units, military organizations, civil society organizations, academic institutions, and religious organizations, among others, have implemented various interventions targeting the push and pull factors that lead towards radicalization and violent extremism. While some program interventions have focused on addressing vulnerabilities of populations at risk of radicalization, other organizations have worked on efforts focusing on deradicalization, rehabilitation and aftercare programs for former and potential violent extremists.

For individuals who have been previously involved in committing acts related to violent extremism, the processes of disengagement, deradicalization, rehabilitation and aftercare programs represent a continuum along which these individuals move towards peaceful and productive civilian lives. Disengagement pertains to the process of renouncing the use of violence and moving the person away from their extremist group’s activities, without necessarily changing the views of that person.[[1]](#footnote-1) In relation to this, deradicalization can be defined as a process of “giving up” or “softening” and individual’s ideology and involves cognitive and behavioral changes.[[2]](#footnote-2) As such, deradicalization programs are geared towards “peacefully moving individual and groups away from violent extremism.”[[3]](#footnote-3)

Rehabilitation and reintegration initiatives include processes of preparing former violent extremists to return safely to society and live as law-abiding citizen. These usually focus on providing the enabling conditions for these individuals to achieve a safe transition to their families and communities, including a change of attitudes and behavior that led the individual to engage in violent extremist activities.[[4]](#footnote-4) Rehabilitation programs include a host of interventions, such as the following: psychological and religious counselling, training and education interventions, vocational and economic opportunities, social and cultural initiatives, and creative arts/extracurricular activities.[[5]](#footnote-5)

Given the growing risks of radicalization and violent extremism in Southern Philippines, it is therefore imperative for various sectors to come together to discuss experiences, challenges and good practices on deradicalization, rehabilitation and aftercare for former and potential violent extremists. Indeed, these processes are integral to any definitive program on strengthening national and local resilience to risks of violent extremism. In addition, given the multiplicity and diversity of interventions undertaken on these processes, convening the different actors involved in these programs may lead towards the identification of core principles and processes, that can help inform planning, design, monitoring and evaluation of such programs.

# objectives and outputs

Following the launch of the Marawi Returnee Reintegration Program last February 2019, **where the Government of Lanao del Sur and the Armed Forces of the Philippines specifically requested UNDP to support the rehabilitation of 135 Maute Group and ASG “surrenderees,”** and the conduct of a roundtable discussion on deradicalization, rehabilitation and aftercare programs for former and potential violent extremists in early March 2019, the following key points were raised: (1) the need for family-centered interventions, (2) the need for multi-tier/multi-dimensional interventions that cater to prevention and rehabilitation, (3) the challenge of creating conditions for local reconciliation, restorative and transitional justice, (4) the necessity of undertaking more comprehensive, in-depth research on the journey of former violent extremists, (5) the challenge of program institutionalization and sustainability at the LGU level, (6) the potential of developing shared profiling tools that can serve as baseline for any program intervention, (7) the need to develop programs for widows and orphans of fighters who were killed in combat, and (8) the need for solid validation and vetting processes for returnees.

Taking these into account, the project will focus on the following:

1. Learning lessons based on previous and existing programs on deradicalization, rehabilitation and aftercare programs for individuals previously involved in violent extremism;
2. Development of comprehensive program model for deradicalization, rehabilitation and reintegration of individuals previously involved in violent extremism, that can be adapted in relation to different groups and regions;
3. Review and enhancement of existing profiling tools and processes, including designing of information management system for case management work in line with rehabilitation and reintegration; and,
4. Establishment of engagement platform for actors and stakeholders involved in deradicalization, rehabilitation and aftercare for effective, cohesive and coordinated action across multiple actors and stakeholders

The following outputs/activities shall be delivered as part of this project:

1. Knowledge product featuring research on experiences, challenges and gaps, good practices and lessons learned based on deradicalization, rehabilitation and aftercare interventions for former violent extremists; **this will be a first for the Philippines and SE Asia.**
2. A programme guide for **deradicalization**, rehabilitation and reintegration of individuals previously involved in violent extremism, to be developed through a series of workshops, dialogues and consultations with relevant actors and stakeholders; **this will be a first for the Philippines and SE Asia.**
3. Integrated profiling and assessment tool and process, to be developed through review and enhancement of existing tools, systems and processes;
4. Design for information management system to support case management work for rehabilitation and reintegration initiatives; **again a first for the Philippines and an application of IMT to a critical area,** and,
5. Functional engagement platform through which relevant actors and stakeholders can come together to share updates and learnings and identify ways for effective, cohesive and coordinated action. The engagement platform can also feature an online learning exchange component, with knowledge products and other resource materials made available to members of the platform.

Given potential overlaps with other projects, this initiative will also leverage on funding and activities under the Support to Peacebuilding and Normalization (SPAN) and Stabilization, Recovery and Transformation for Peace (START-PEACE). These include activities in support of Normalization and Stabilization as well as resilience building and promotion of peaceful engagement (i.e., preventing and countering violent extremism).

# Indicators for success

| **Result Area** | **Indicators** |
| --- | --- |
| Knowledge product featuring research on experiences, challenges and gaps, good practices and lessons learned based on deradicalization, rehabilitation and aftercare interventions for former violent extremists | * Number of knowledge products developed * Number of research dissemination initiatives undertaken |
| Program model document for deradicalization, rehabilitation and reintegration of individuals previously involved in violent extremism, to be developed through a series of workshops, dialogues and consultations with relevant actors and stakeholders | * Number of subject matter experts engaged in program development exercises * Number of relevant actors and stakeholders engaged in program development process (e.g., national government agencies, local government units, academic institutions, religious leaders, civil society organizations) * Number of program development exercises undertaken with relevant actors and stakeholders * Completed program model document |
| Integrated profiling and assessment tool and process, to be developed through review and enhancement of existing tools, systems and processes | * Integrated profiling and assessment tool and process * Number of workshops undertaken for tool review, enhancement and integration |
| Design for information management system to support case management work for rehabilitation and reintegration initiatives | * Developed information system design for case management work for rehabilitation and reintegration initiatives |
| Functional engagement platform through which relevant actors and stakeholders can come together to share updates and learnings and identify ways for effective, cohesive and coordinated action | * Number of relevant actors and stakeholders participating in engagement platform * Number of proposals developed from engagement platform |

The project is envisioned to strengthen UNDP Philippines’ resilience and peacebuilding portfolio, as it contributes substantively to strengthening national capacities for rehabilitation, reintegration, reconciliation, peaceful management of conflict and prevention of violent extremism in support of national policies and priorities.

# timelines and budget proposal

* All requests should be implemented within the year that the request was approved; not more than 2 years project timeline.

**Budget Proposal**

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| --- | --- | --- |
| **Output/Activities** | **Budget account and item** | **Amount (USD)** |
| (1) Knowledge product featuring research on experiences, challenges and gaps, good practices and lessons learned based on deradicalization, rehabilitation and aftercare interventions for former violent extremists | 71200 - International consultants | 2,500 |
| 71300 – Local consultants | 4,000 |
| 71600 – Travel costs | 3,000 |
| 72500 – Supplies | 1,000 |
| 72510 – Publications | 4,000 |
| 75700 – Training, workshop and conference costs | 6,000 |
|  |  |
| (2) Program model document for deradicalization, rehabilitation and reintegration of individuals previously involved in violent extremism, to be developed through a series of workshops, dialogues and consultations with relevant actors and stakeholders | 71200 - International consultants | 2,500 |
| 71300 – Local consultants | 4,000 |
| 71600 – Travel costs | 3,000 |
| 72500 – Supplies | 1,000 |
| 75700 – Training, workshop and conference costs | 6,000 |
|  |  |
| (3) Profiling and assessment tool and process, to be developed through review and enhancement of existing tools, systems and processes | 71200 - International consultants | 2,000 |
| 71300 – Local consultants | 4,000 |
| 71600 – Travel costs | 2,000 |
| 72500 – Supplies | 2,000 |
| 75700 – Training, workshop and conference costs | 7,000 |
|  |  |
| (4) Design for information management system to support case management work for rehabilitation and reintegration initiatives | 71300 – Local consultants | 4,000 |
| 71600 – Travel costs | 2,000 |
| 72500 – Supplies | 2,000 |
| 74100 – Professional services | 6,000 |
| 75700 – Training, workshop and conference costs | 6,000 |
|  |  |
| (5) Functional engagement platform through which relevant actors and stakeholders can come together to share updates and learnings and identify ways for effective, cohesive and coordinated action | 71300 – Local consultants | 5,000 |
| 71600 – Travel costs | 2,000 |
| 72500 – Supplies | 2,000 |
| 72510 – Publications | 4,000 |
| 74100 – Professional services | 5,000 |
| 75700 – Training, workshop and conference costs | 10,000 |
|  |  |
| **Total** | | **USD 102,000** |

* Take note of following activities/expenses that the engagement facility may and may not fund:

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| --- | --- |
| **Can Fund** | **Cannot Fund** |
| Consultants, UNVs—local, regional or international | Low-value or micro-capital grants |
| UNDP staff directly supporting related activities | Activities not consistent with other relevant UNDP policies, including the Social and Environmental Safeguards Policy |
| Publications | Infrastructure |
| Workshops, conferences, learning events | Cash transfers to responsible parties |
| South-South and/or triangular cooperation |  |
| Policy, academic or research ties between institutions |  |
| Impact evaluations after project closure |  |

# key partners

|  |  |
| --- | --- |
| **Partner** | **Roles** |
| National Government Agencies and Local Government Units:   1. Ministry of Local Government, Bangsamoro Transition Authority 2. Provincial Government of Lanao del Sur 3. Armed Forces of the Philippines 4. Philippine National Police 5. Department of the Interior and Local Government, including Bureau of Jail Management and Penology 6. Bureau of Corrections 7. Office of the Presidential Adviser on the Peace, Reconciliation and Unity | Serve as members of engagement platform, respondents and contributors to development of knowledge products and program model |
| Civil Society Organizations, including Academic Institutions:   1. Research Institute for Mindanao Culture, Xavier University-Ateneo de Cagayan University 2. Mindanao State University-Marawi 3. Al-Qalam Institute, Ateneo de Davao University 4. Balay Mindanaw Foundation Inc. 5. Teach Peace Build Peace Movement 6. Maranao People Development Center, Inc. | Serve as members of engagement platform, respondents and contributors to development of knowledge products and program model |

# RISKS

* There is a need to identify the validation and vetting processes that are being undertaken prior to enrolling individuals to the rehabilitation and reintegration program. This will help ensure the legitimacy of the program and help shield the program from potential abuse by interested parties.
* Government agencies will need to commit to sustainability and institutionalization of the returnee program, in order to ensure that former VEOs are effectively assisted towards mainstreaming into productive and peaceful lives, and that recidivism/re-offending is reduced, if not eliminated.
* Possibility of major outbreaks of violence caused by other armed group and other violent extremist groups in the Bangsamoro region
* Differences in political and religious perspectives among project stakeholders leading to difficulties in project implementation

# Team

* Mr. Chetan Kumar, Resilience and Peacebuilding Unit
* Mr. Winston Camarinas, RPBU
* Ms. Judith de Guzman, RPBU
* Ms. Floradeama Eleazar, ISD (AFP and Lanao del Sur LGU have already requested the application of Climex.DB to profiling of individuals and communities involved in deradicalization and rehabilitation initiatives).

# ACtions

* Submission date to MSU

|  |  |
| --- | --- |
| **MSU** |  |
| Comments | Date: |
| Submitted to Management Team for presentation | Date: |
|  |  |
| **Management Team** |  |
| Comments | Date: |
| Action | Date |
| ⬜ Approved  ⬜ Sent back for further work  ⬜ Disapproved | Date: |

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1. *Hedayah Center (2014). Disengagement and deradicalization: CVE Research Brief 1.* [↑](#footnote-ref-1)
2. *International Peace Institute (2010). A new approach? Deradicalization programs and counterterrorism.* [↑](#footnote-ref-2)
3. *Ibid.* [↑](#footnote-ref-3)
4. *Ibid.* [↑](#footnote-ref-4)
5. *Gunaratna, R. (2018). Global rehabilitation and community engagement programmes: The state of the art.* [↑](#footnote-ref-5)