

Reference list of measures to support disengagement and reintegration

(Measure 21 of the National Action Plan to Prevent and
Counter Radicalisation and Violent Extremism)

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Sicherheitsverbund Schweiz
Réseau national de sécurité
Rete integrata Svizzera per la sicurezza

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1. Introduction

Measure 21 of the National Action Plan to Prevent and Counter Radicalisation and Violent Extremism (NAP)¹ recommends compiling a reference list of measures to support individuals in disengaging from violent extremism and reintegrating into society. The pool of experts² (NAP Measure 24) has compiled this list.

The NAP concerns the prevention of radicalisation. The reference list, on the other hand, focuses on individuals who have already committed a criminal offence. The measures contained in the list seek to ensure that radicalised persons who are involved in criminal proceedings, who are serving sentences (including probation) or who have been released from prison, as well as returnees from conflict zones, turn their back on violent extremism.

Producing a reference list of measures was challenging because it had to be appropriate for different stages of disengagement involving a range of players. During the process it became clear that it was not possible to define conclusive and schematic procedures and responsibilities because these varied depending on the disengagement stage and canton in question. Therefore separate approaches were required.

The Swiss Centre of Expertise in Prison and Probation (SCEPP) has also compiled a report³ with recommended interventions for radicalised persons who have been convicted of committing violent extremist acts. The SCEPP report is directed in particular at decision makers within the judiciary, the enforcement and probation services, and prisons.

The reference list does not present a set of ready-made disengagement methods for those involved in intervention, such as an appropriate discussion strategy or an effective case management approach. Rather it contains a range of measures and options for intervention which the pool of experts considers suitable to support radicalised persons in disengaging from violent extremism. The reference list complements the SCEPP report.

Disengagement is defined as the ‘social and psychological process whereby an individual’s commitment to, and involvement in, violent extremism is reduced to the extent that they are no longer at risk of involvement and engagement in violent activity’⁴. In contrast, deradicalisation refers to the process of changing a radicalised person’s belief system. The reference list focuses on disengagement rather than deradicalisation.

1 Swiss Security Network (2017). National Action Plan to Prevent and Counter Radicalisation and Violent Extremism <https://www.svs.admin.ch/en/topics/praevention-radikalisierung/praevention-nap.html>

2 The pool of experts comprises specialists from the fields of psychology, psychiatry, child and adult protection, integration, Islamic studies, religious studies, pedagogics and social work as well as from the juvenile prosecution, prison, probation, police and intelligence services.

3 See the SCEPP report ‘Intervention in detention facilities to deal with radicalisation and violent extremism’ of December 2020 (not available in English).

4 United Nations Office on Drugs and Crime UNODC (2018). Handbook on the Management of Violent Extremist Prisoners and the Prevention of Radicalization to Violence in Prisons, p.141: https://www.unodc.org/pdf/criminal_justice/Handbook_on_VEPs.pdf

List of measures for disengagement and reintegration using an interdisciplinary approach (NAP Measure 21a)

When dealing with individual cases (case management), it is essential to have a reference list of possible forensic psychiatric/psychological measures and social-pedagogical measures (including responsibilities and procedures for cooperation). These measures should be ordered when radicalised persons face criminal proceedings and while they are serving sentences (including probation), and also outside these situations; they must also take account of the differences between the sexes. Measure 14 on the concept of threat management is an element of this and serves as an interface with the security services (police and intelligence services) where it is suspected that a criminal offence is being planned. In addition, the list should contain the Confederation's planned preventive police measures⁵ (e.g. travel document restrictions, obligation to report to a police station; see Measure 15a) as well as mentoring measures.

Disengagement measures for children and adolescents (NAP Measure 21b)

Children and adolescents who are classified as radicalised require specific forms of intervention and supervision that differ from those for adults and which must take place as early as possible. The section for child and youth forensics at the Swiss Society of Forensic Psychiatry (SSFP) is developing a catalogue with specific disengagement measures, which will be used by the services for child and youth forensics at cantonal psychiatric clinics. The measures will take an interdisciplinary approach and can be applied outside criminal proceedings on request by the responsible cantonal authority.

⁵ Dispatch on the Federal Act on Police Counterterrorism Measures ([BBl 2019 4751](#)).

2. Measures and interventions – the target group

The reference list is intended for use on adults who advocate or support violent extremism and who have committed acts of violence. The measures apply in principle to any form of violent extremism. They are directed at adults who are accused in criminal proceedings brought by the Office of the Attorney General of Switzerland (OAG) of, for example, participating in or supporting a criminal organisation (Art. 260ter SCC) or committing an offence defined in Article 2 of the Federal Act on the Proscription of Al-Qaeda, Islamic State and Associated Organisations⁶. This can include persons who:

- were planning to leave or were prevented from leaving Switzerland to support a terrorist organisation;
- are or were planning an attack motivated by extremism;
- support a terrorist organisation or an organisation proscribed in Switzerland by viewing or disseminating material with violent content or propaganda in support of such an organisation;
- joined a terrorist organisation abroad and afterwards returned to Switzerland.

The reference list also applies to adults who have served their sentence but who are still radicalised. Some measures concern the care of children and adolescents who left Switzerland with one or both radicalised parents or were born abroad and who had a violent extremist upbringing before returning to Switzerland.

The reference list further applies to minors, i.e. to young people between the ages of 10 and 18, who have committed the same offences as adults, i.e. one of the offences described above. In contrast to cases involving adults, where jurisdiction lies with the federal authorities, the criminal investigation of cases and enforcement of penal measures involving minors is the responsibility of the juvenile prosecution service of the minor's canton of residence. A further difference between cases involving adults or minors is that protection measures under the criminal law applicable to minors can be ordered as a precaution during an ongoing criminal investigation.

⁶ Federal Act of 12 December 2014 on the Proscription of Al-Qaeda, Islamic State and Associated Organisations (SR 122).

3. Measures and interventions – bodies responsible for operative implementation

The reference list is intended for use by those authorities, institutions and practitioners that support people in disengaging from violence (see chapter 2) and integrating into society, both at the vocational and social level.

The measures and interventions (see chapter 6) primarily concern stages four to six of radicalisation⁷, i.e. from the start of criminal proceedings (including pre-trial detention or application of alternative measures), through conviction and the enforcement of a sentence, to the period after release from prison.

7 The stages of radicalisation according to fedpol: <https://www.fedpol.admin.ch/fedpol/en/home/terrorismus/terrorismus-aktuelle-lage/Phasen.html>

4. Risk and needs assessment

4.1 Basic principle

To develop suitable disengagement measures, an individual risk and needs assessment is required to gauge a radicalised person's threat potential and decide what action is needed. Based on the results of this assessment, appropriate measures and options for intervention aimed at changing their propensity to violence can then be developed.

Risk and needs assessments can be carried out by specialists from a range of disciplines. This chapter describes how an appropriate risk and needs assessment can be structured from a forensic-psychiatric perspective and is intended for use on people with a propensity to violence motivated by extremist ideas and attitudes.

4.2 Elements of the assessment

The purpose of the assessment is to establish and understand a radicalised person's current mental and physical state, how they function, their emotions, responsiveness, cognitive flexibility and ability to be controlled as well as their interests and attitudes. The analysis should include information on the person's vulnerability, the development of their personal identity, the accentuation of their character, their educational and vocational background as well as their living arrangements, integration in the social and family environment, and financial situation.

As part of the interdisciplinary case management, all practitioners involved should gather information on why the radicalised person adopted such attitudes and acted on them, and whether he or she has experienced or observed interpersonal violence, neglect, cultural uprooting or discrimination.

People who have travelled to and returned from war zones must also be examined for possible traumatic experiences, physical or psychological injuries, hunger, malnutrition or abandonment. It should also be established whether and to what extent he or she underwent training or carried out acts of violence. The aim is to determine what the radicalised person's role in extremist circles was or still is, and what networks existed or still exist. The assessment should also look at the extent of the person's extremist attitude and how they perceive extremist behaviour. His or her

experience with integration on their return should also be taken into account.

In the case of minors the assessment should look at the circumstances with respect to their care, family relations and school or vocational situation (before and after their return).

It is also important to establish at what moment and with whom the radicalised person shared their extremist viewpoint, how willing they are or were to use violence, and whether any weapons or threats are or were involved. A further aspect to explore is whether the person has fashioned their behaviour around any role models or whether other factors have influenced them (for example, does the person perceive himself or herself as a victim or reject a democratic society and its values because they feel alienated).

4.3 Assessment

Based on the information gathered, the experts commissioned to carry out the risk and needs assessment (in this case from the forensic department) can provide a nuanced analysis of various issues. This includes clarifying the radicalised person's legal position (e.g. nationality, criminal circumstances, in the case of radicalised minors the situation with respect to custody, care and guardianship, as well as the criminal circumstances regarding extremist parents of minors). It also requires an assessment of the person's character (including the cognitive, emotional and behavioural functional areas), physical condition and level of development. An assessment of the person's functional level is important for recommending measures. If the person exhibits any psychopathological symptoms, a diagnostic classification is required. In the psychosocial area, an assessment should be made of the person's family situation (influence of and relationship with the family, in the case of children and adolescents an assessment of the parent-child relationship, the parent's influence and parenting skills, care options and the stability of living conditions, etc.).

Further aspects to consider are the radicalised person's integration into Swiss society, in particular their level of education and vocational integration, and their financial situation. However, while these elements are important, the focus of the forensic assess-

ment should be on the person's ideological, political and religious attitudes. This information should form the basis for a comprehensive assessment on the risk of this person committing acts of violence.

Experts should also comment on the radicalised person's transparency and willingness to cooperate in the assessment and their assumed willingness to cooperate in the future, aspects that should be considered when planning intervention measures.

4.4 Objective of the assessment

Based on the information gathered, the experts can formulate a hypothesis on why the radicalised person has developed an extremist attitude or criminal behaviour, the extent of this extremism or criminal behaviour, and how high the risk is that they will commit an act of violence. This risk and needs assessment forms the basis for developing a series of measures tailored to the person's individual needs.

→ Source: Risk and needs assessment developed in Cornelia Bessler's 'Juvenile sex offenders: Personality traits, assessment methods and therapeutic approaches' (*Jugendliche Sexualstraftäter: Persönlichkeitsmerkmale, Beurteilungsverfahren und Behandlungsansätze*) in 'Juvenile delinquency: Developmental psychiatric and forensic basis and practice' (*Jugenddelinquenz. Entwicklungspsychiatrische und forensische Grundlage und Praxis*), Hans-Christoph Steinhausen and Cornelia Bessler, Stuttgart 2008, pp. 176–199 (not available in English).

| Diagnosis | Information on the background of the person’s extremist ideas and attitudes |
|--|---|
| <ul style="list-style-type: none"> – Psychopathological aspects – Physical condition – Development, intellect and achievement – Neuropsychological aspects – Interests and attitudes – Family situation – Educational and vocational background – Financial situation – Other psychsocial aspects | <ul style="list-style-type: none"> – Experience of violence/neglect between people/in the family – Cultural uprooting/discrimination – Role in extremist circles, networks, role models – Degree of and level of knowledge about extremist ideas – Possession/use of weapons – Threats – Return from war zones: traumatic experiences, injury, sexual assault, hunger, malnutrition, neglect, abandonment – Involvement in acts of violence – Integration experience |



Risk and needs assessment



- Legal situation (nationality, custody, care, guardianship, criminal proceedings)
- Functional areas (cognitive, emotional, behavioural, physical condition, level of development)
- Functional level
- Psychiatric assessment
- Psychosocial situation (family, friends)
- Social integration (school, work, hobbies)
- Financial situation
- Political and ideological attitudes
- Transparency and willingness to cooperate



Risk and needs assessment



Recommended and planned measures



Evaluation of measures

5. Framework conditions

To achieve disengagement and reintegration, each person requires individual measures and interventions that are, ideally, based on an initial risk and needs assessment and are reviewed at regular intervals. This ensures that appropriate measures can be continually adapted to the person's needs. For disengagement and reintegration to succeed, cooperation between a wide range of players is fundamental. This chapter describes some necessary framework conditions.

1. A comprehensive and multi-agency approach to disengagement measures (see NAP Measure 14 on threat management)

Achieving disengagement requires a holistic approach based on cooperation, exchange and trust between everyone involved. A strategy developed at the local level and supported at the political level brings together all stakeholders (healthcare sector, social services, educational/vocational institutions, sport and leisure organisations, law enforcement authorities, probationary services, etc.) in a panel of experts and defines the approach to be taken for each case. Successful disengagement and reintegration depend on the exchange of viewpoints, best practices and experiences between these experts.

2. Developing a local network of service providers

Interventions and measures should be tailored to the individual. In particular, the special needs of women and minors must be taken into account. Services and opportunities offered by authorities and (state/non-state) institutions and available in the area should be identified and listed. It is important to know who can provide what service (e.g. in the area of social welfare, education, healthcare, integration, etc.) at what stage, and to define what quality standards apply to service providers, in particular non-state ones. It is also important to obtain the binding commitment of the authorities and institutions involved.

3. Agreement at the political level

To support a radicalised person in disengaging (under the provisions of Art. 237 CrimPC on alternative measures), it is advisable for everyone involved in the process to conclude an agreement at the political (local government) level. An agreement legitimises the work at the technical level (contact person/supervisor, case manager, everyone involved) and thus facilitates the process. It is also advisable to issue the contact person/supervisor with a mandate.

4. Contact person/supervisor in tandem

It is advisable to appoint two contact persons or supervisors⁸ (in the case of alternative measures or measures ordered by a court) who are available 24/7; one of them should be active in the area of security and the other should be involved in social work or the socioeducational field. The contact persons/supervisors should establish a daily routine for the radicalised person and coordinate the various measures and interventions. They must trust, support and inform each other in a transparent manner about the radicalised person's behaviour according to rules established in advance.

The radicalised person should be continually monitored and supported, as far as possible, by the same contact persons/supervisors until the measures are lifted⁹. This may require appointing a deputy for each contact person.

5. Defining a communication strategy for the radicalised person, their family and anyone else involved

A communication strategy and guidelines should be developed for interacting with the media. It can be assumed that family members and friends of the radicalised (returned) person will be contacted by the press, particularly if he or she is not allowed to interact with journalists because of ongoing criminal proceedings (this may be the case if a court proscribes contact with specific persons as an alternative measure). To protect the radicalised person's privacy and maximise the effectiveness of the measures, the communication strategy should be developed by everyone involved, including the radicalised person and their family.

6. Training and support for practitioners

Practitioners who support radicalised persons in disengagement should receive specialist training and supervision. Practitioners who support jihadist returnees from war regions should be instructed on jihadist ideology, the local geopolitical background to the conflict region and the role of men, women and children

in jihadism. This training should also serve to foster an exchange between practitioners (from Switzerland and abroad) who have experience supporting returnees.

7. Gender roles

Both a gender-sensitive approach and the promotion of gender equality are important elements of disengagement. It is imperative that everyone involved in the disengagement process should take these aspects into account when developing measures and interventions.

7.1 Gender roles in jihadism

The roles of men and women in jihadism differ. Although they adhere to the same jihadist principles, men and women do not undergo the same experiences, in particular as far as violence is concerned, and this must be taken into account. While men generally assume a combatant role, women are largely wives and mothers. But even though women are not expected to carry out acts of violence – except in exceptional circumstances – they generally support the violence carried out by men. Practitioners should therefore bear in mind when developing measures for disengagement and reintegration that despite their different role women join the jihad cause for the same reasons as men and should therefore be treated in the same way: they support jihadism in the same way, endorse violence and, in their role as mothers, bring up their children according to jihadist principles.

8. Returning minors

Dealing with minors who return from conflict zones poses serious challenges to the authorities. The experiences they have gone through require special attention. Generally, the focus should be on the protection and safety of these minors and their environment. They should be reintegrated into society as quickly as possible and return to a stable and orderly daily routine without delay. The age of the minor, the period during which they were exposed to the conflict

⁸ Depending on the individual case, it is advisable to appoint one female and one male contact person/supervisor.

⁹ If the relationship becomes strained or damaged, it is advisable to replace the contact person/supervisor.

as well as the extent of their involvement should all be taken into account. Minors who have been exposed to extremism and terrorism require emergency interventions and long-term support. This long-term support should take a holistic and multi-agency approach.

6. Measures and interventions

This chapter contains a non-exhaustive selection of measures and interventions. The diagram shows what interventions take place *intra muros*¹⁰ (i.e. in detention/in-patient facilities) or *extra muros* (i.e. outside of detention, for example after release from prison; they may involve alternative measures). It also shows what kind of interventions are applied (e.g. security, socio-educational, therapeutic or ideological-related interventions).

- strengthen their self-esteem and self-confidence;
- reinforce their personal development;
- improve their self-awareness and self-perception;
- acquire effective coping strategies.

Under the Juvenile Criminal Law Act (JCLA) measures may be applied in the case of children and adolescents both *intra muros* and *extra muros*, whereby every case should be individually assessed. The measures can be ordered as a precautionary step while the criminal investigation is still ongoing. The interventions in this reference list that apply to children and adolescents are classed as *extra muros* measures.

The various interventions should help the radicalised person to:

- overcome mental and physical health problems and become stabilised;
- develop and strengthen their personal identity, which is crucial for disengagement and reintegration;
- encourage ideological reflexions, develop their freedom of will, critical thinking skills and problem-solving abilities;
- gain an understanding of what are socially acceptable forms of behaviour with a view to changing their own behaviour;
- improve their ability to deal with everyday situations, in particular those that can lead to frustration or non-acceptance of a situation;
- develop their decision-making skills;
- improve their social relationships and strengthen their feeling of belonging;

10 *Intra muros* measures (i.e. in detention) include in-patient therapeutic measures (Art. 5961 SCC), indefinite incarceration (64 SCC), custodial sentences (Art. 40 SCC), and remand (Art. 224ff CrimPC). *Extra muros* measures (i.e. outside of detention) include alternative measures (Art. 237 CrimPC), suspended sentences (Art. 42 SCC), parole (Art. 86 SCC), out-patient treatment (Art. 63 SCC), release on parole from undergoing an in-patient measure (Art. 62 SCC), and the enforcement of custodial sentences/community service (Art. 79 SCC). *Extra muros* measures can also be applied after a person has served their sentence if they still show a propensity to violent extremism.

| | Intra muros | Extra muros |
|---------------------------------|---|---|
| Security dimension | 1 2 | 3 4 |
| Therapeutic dimension | 5 6 8 | 7 8 9 10 |
| Socio-educational dimension | 11 12 13 14 (15) (16) (18) (19) (20) (21) (22) (23) (24) (25) | 11 15 16 17 18 19 20 21 22 23 24 25 26 |
| Ideological dimension | 27 28 | 27 28 29 |
| Basic needs and social services | 30 31 32 | |

Security dimension

Intra muros

1. Dynamic safety

Apart from the passive security in correctional facilities, security *intra muros* can be enhanced through strictly applying the concept of dynamic safety. Dynamic safety refers primarily to the work of prison staff and their relationship with inmates. Core aspects of dynamic safety include the knowledge about, and attention paid to inmates, respectful and proactive interaction, positive working relationships and de-escalating measures in problem situations. Effective dynamic safety requires that prison staff are aware of their inherent authority and power, and exercise them carefully.¹¹

2. Information management and networking with extra muros practitioners

It is very important from a security perspective that prison staff know what information should be passed on to what players. To this end it is advisable to issue internal guidelines on what changes in character or behaviour potentially indicate a tendency towards ideological political violence. The information should be recorded in a standardised way and forwarded to a coordinator within the detention facility. The coordinator should then clarify with a single point of contact (SPOC) from the cantonal police, the cantonal intelligence service and if necessary the cantonal agency responsible for matters concerning radicalisation how to proceed in the case in question. In accordance with Article 20 of the Intelligence Service Act, the authorities responsible for enforcing criminal sentences and measures are obliged to report any adverse changes with respect to terrorism-related matters to the Federal Intelligence Service via the respective cantonal intelligence service.¹²

Extra muros

3. Contact person and supervisor for security-related matters

A contact person and supervisor from the police service supports, advises, cautions and monitors the radicalised person with respect to security-related matters and restrictions (e.g. in connection with exclusion orders or handing out identity documents required for administrative affairs).

4. Police counter-terrorism measures (PMT)

According to the principle of subsidiarity, a canton may request the Federal Office of Police (fedpol) to impose certain counter-terrorism police measures if it has exhausted the instruments at its disposal, such as social, integrative, therapeutic or security-related measures. This requires an open and transparent exchange of information between a range of services and authorities including the police, the judicial enforcement authorities, the child and adult protection services, the school authorities, integration services, migration authorities, residents' register offices and social services. Fedpol can impose various measures, ranging from mandatory reporting and preventive dialogue to exclusion orders, contact bans and house arrest. The purpose of the measures is to sever the tie between the radicalised person and the criminal milieu in which they are active.

¹¹ See SCEPP report 'Dynamic safety in prisons' (Dynamische Sicherheit im Freiheitsentzug) from December 2020 (not available in English).

¹² See SCEPP report 'Tools for assessing and dealing with radicalisation and violent extremism in prisons' (*Tools zur Risikobeurteilung sowie zum Umgang mit Radikalisierung und gewalttätigem Extremismus in Gefängnissen*) from December 2020 (not available in English).

Therapeutic dimension

Intra muros

5. Medical examination

New inmates should be systematically screened in every detention facility by the health authorities within 24 hours of admission. The examination should include screening for mental disorders, including addictions, as well as for the risk of self-harming and suicide. If extremism is suspected, an appropriate risk and needs assessment should be conducted by a designated professional using standardised instruments.

Inmates should be ensured easy access to mental health services and receive psychiatric treatment early on. Potential extremist attitudes should be addressed. Detention facilities should provide prevention services to counter extremism. The range of prevention services on offer should be discussed with the inmate according to an individualised intervention plan and take into account the goal of the treatment. The measures should be regularly reviewed and revised if necessary.

Mechanisms for continuous monitoring should be put in place, on the one hand to review the treatment of inmates with mental disorders, and on the other hand to track possible extremist attitudes. If these mechanisms are not sufficient for diagnostic or therapeutic purposes, appropriate psychiatric facilities outside the detention facility should be included if this does not pose too high a risk to security. Psychiatric care should be provided in accordance with the ethical guidelines of the Swiss Academy of Medical Sciences and, in particular, with the notes on the practical implementation of the medical-ethical guidelines in 'Medical practice in respect of detained persons'¹³.

6. Risk and needs assessment

A risk and needs assessment should be carried out as soon as possible after admission to the detention facility and at regular intervals during detention. The aim should be to gain a comprehensive understanding of the person's situation in life and of criminogenic factors. It is important to understand why the person was sentenced and imprisoned in order to address all the factors that contributed to their violent extremism. The person's specific needs and their responsiveness to intervention should also be clarified in order to decide early on which measures might be effective.¹⁴

Extra muros

7. Individual therapeutic support

Therapeutic support by a specialist who is familiar with the topics of political and religious radicalisation, identity processes and identity issues is recommended, at least in the medium term. Such therapy can also be ordered as an alternative measure. An important aspect of therapeutic support is confidentiality. An agreement between the person to be treated, the (socio-educational) contact person and the therapist can set out the terms for reporting suspicions of violent extremist attitude, disturbing behaviour or non-appearance at a therapy session. Decisions on further therapy measures should be taken in consultation if they are necessary.

8. Therapeutic support for family members (also possible intra muros)

Depending on the radicalised person's personal history, psychological support or therapy should also be offered to their relatives. Such psychological support can be useful not only for the radicalised person but also for persons in their immediate circle, helping them to overcome emotional, interpersonal and possible financial difficulties.

¹³ [Guidelines \(samw.ch\)](#)

¹⁴ See SCEPP report 'Tools for assessing and dealing with radicalisation and violent extremism in prisons' (*Tools zur Risikobeurteilung sowie zum Umgang mit Radikalisierung und gewalttätigem Extremismus in Gefängnissen*) from December 2020 (not available in English).

9. Minors: emergency therapeutic measures after returning to Switzerland

For returning children and adolescents, supportive therapeutic care should be established on their return to Switzerland after the risk and needs analysis has been carried out in an appropriate manner for the child and in addition to meeting the child's basic needs. A range of issues should be clarified, including the legal situation, parental care, custody and visitation rights, the child's relationship with its parents and family, the housing situation and the child's school/vocational and social integration. The assessment should also include recognising signs and symptoms of trauma (e.g. loss of speech, aggression, fear, sleep disturbances, overreaction or impassivity to stimuli, misinterpretation of conversations and sensitive reactions, difficulty in building trust, conspicuous behaviour).

If there is an acute deterioration of a mental disorder and the child shows signs of posing a danger to itself or others, emergency psychiatric or psychological intervention may be necessary. Interventions range from inpatient placement in a psychiatric institution (including medication, even against the will of the child or its parents) to low-level outpatient therapy on a voluntary basis. Emergency interventions may also be necessary in a family therapy setting involving the entire family. The aim of these interventions is to clarify and stabilise the reference system of the family, to improve the child's mental health and provide professional support in the process of disengagement and social integration. The legal aspects involved, i.e. that the consent of the child's custodian must normally also be obtained, must be taken into account.

10. Minors: therapeutic treatment

The primary aim of psychotherapeutic treatment is to stabilise the child's mental health condition. Psychotherapeutic treatment must be evidence-based and carried out by trained professionals. The treatment of mental disorders must be carried out in line with the present guidelines and documented accordingly. A distinction must be made between a disorder-specific and an extremism-oriented approach.

The psychotherapeutic treatment of children and adolescents requires a structured procedure based on a treatment plan that defines objectives and intermediate steps as well as the treatment setting (individual therapy, inclusion of the context of the family, family therapy).

In a forensic context, a treatment agreement is required which defines the responsibilities of, and the communication channels between the various parties involved, including the child/adolescent, the parents, the supervisor, the child/adolescent's guardian, the judicial services and the child and adult protection authorities. The aim of extremism-oriented treatment is to change behaviour in order to avoid relapses into extremist attitudes and actions. The treatment should also help the child or adolescent learn to lead a life by seeking to achieve their goals legally and in a democratic system. Extremism-oriented treatment provides structured, cognitive-behavioural multimodal therapies that address the specific abilities and skills of the minor, are adapted to their needs and involve their families in the therapy. Treatment programmes offer both group and individual therapies.

Socio-educational dimension

Intra muros

11. Relationship with the family (also extra muros)

The relationship with family members and other persons of trust can have a positive effect on the mental health of the radicalised person and on their motivation to reject violence and reintegrate. It should be examined as early on as possible, in the light of the risk and needs assessment, when and how outside contacts can be established and strengthened.

12. Group and individual sessions

Offenders with a terrorist background should ideally distance themselves from their violent extremist tendencies while still in prison. Group and individual therapy sessions help them to establish a stable working and trusting relationship intra muros, prompt critical reflection and cognition processes and help those involved to develop perspectives for when they are released from prison. To place the radicalised person in the right group, an assessment should be made beforehand.

13. Opportunities for constructive occupation

Constructive occupation in the form of work, further education or physical activity is essential for prisoners, and such opportunities should be provided also during pre-trial or preventive detention. An individual assessment should be made to determine what kind of occupation is the most suitable for a prisoner.

14. Education in prison

Prisoners should have the opportunity while in detention to participate in language and general knowledge classes. The SCEPP provides education opportunities in prison. Education lessons are taught by qualified teachers in small learning groups. The courses are based on a curriculum that is harmonised throughout Switzerland with the teaching material specifically geared to the needs of prisoners.¹⁵

Extra muros

Measures 15, 16, 18, 19, 20, 21, 22, 23, 24, 25 also meet intra muros requirements. However, owing to different circumstances inside and outside of detention facilities, the implementation of these measures varies.

15. Socio-educational support by the contact person and supervisor

To support the radicalised person in a socio-educational manner (e.g. as part of alternative measures), it is advisable to proceed on a case management basis. The contact person/supervisor becomes the case manager and establishes a connection with the person to be supported as soon as possible (ideally before returning to Switzerland or to the canton, or before release from detention).

Successful disengagement and reintegration hinges on the level of trust between the contact person/supervisor and the radicalised person. The aim is to establish a good, strong, positive but also demanding relationship. The contact person embodies the socio-educational project and ensure that the person to be supported is not dealing with a multitude of different players. The constant availability of the contact person/supervisor should provide the radicalised person and their family and friends with reassurance. The role and responsibility of the contact person/supervisor must be clear to everyone.

16. Renewing social contacts and establishing new ones

Disengaging from extremist circles often results in the loss of close and exclusive social ties and can lead to social isolation. The radicalised person should be shown how they can enter into new social relationships by teaching them the necessary skills and supporting their efforts.

¹⁵ See the SCEPP report 'Intervention in detention facilities to deal with radicalisation and violent extremism' (*Interventionen im Justizvollzug für den Umgang mit Radikalisierung und gewalttätigem Extremismus*) of December 2020 (not available in English) and the SCEPP courses at: <https://www.skiv.ch/de/bildung/bist> (not available in English).

17. Supporting parents in caring for minors

To promote a positive development in children and adolescents, the parents should receive support from someone who is responsible for safeguarding the interests of the minor. This person should advise the parents in matters concerning the minor's upbringing, help to stabilise the parent-child relationship and to structure a day-to-day routine, and assist with integrating the minor into school, work and leisure activities. This support person should help the parents to establish a social network they can turn to and rely on if problems arise.

18. Vocational support: evaluation of skills and abilities

The radicalised person's skills and abilities should be evaluated by a specialised institute. This institute should analyse their educational and vocational path to date and show them possible vocational options for the near future. The evaluation should show whether the radicalised person should begin a new course of vocational training or continue on, or supplement, their original vocational path. The aim is to ensure that he or she returns to long-term employment.

19. Vocational training and further education courses

Vocational training and further education courses (e.g. in mathematics and languages) should help the radicalised person to become familiar (again) with the learning environment and facilitate a return to professional or student life as quickly as possible. This process should draw on the experience of civil society players and institutions to ensure long-term continuity.

20. Vocational training or short-/medium-/long-term internships

Mobilising players and institutions in a given field and implementing vocational integration measures (at cantonal or municipal level) should encourage the radicalised person to return to vocational training or working life. It is important that they become independent and professionally integrated as soon as possible.

21. Searching for employment

Returning to work is essential for integrating into society. When looking for a job, radicalised persons must be supported in a way that is compatible with their particular – both past and current – situation. Returning to, and integrating at work is a major challenge. To assist this process, cooperation should be established with existing civil society institutions and with the relevant authorities. An individual assessment should be made about the amount of information a future employer receives about these potential employees.

22. Prevention and information concerning digital practices and social media

Nowadays, adults, young people, adolescents and children have a digital identity. It is therefore important to raise the radicalised person's awareness on how to deal with social media and what kind of behaviour and activities on social media and the internet can have negative consequences in real life. It is also crucial to ensure that they no longer visit social media and internet sites that propagate and advocate violent extremism. Institutions, civil society actors and online resources can help with this work. Attention should be paid to the quality standards of these providers.

23. Creating opportunities for an ongoing and intensive dialogue on the radicalised person's biography, values, convictions and experiences

The contact person/supervisor responsible for socio-educational issues should conduct an ongoing open and honest dialogue with the radicalised person about their biography, values, beliefs and experiences. He or she should be confronted directly with the reality of society and come to terms with its values (e.g. human rights, equality). The aim is not for the radicalised persons to share the same view as the contact person/supervisor, but rather for the contact person to help them understand that different perspectives are possible and allowed without adversely affecting interpersonal relationships. The contact person is also responsible for helping their charge to recognise alternative models to extremist behaviour and realise that co-existence is possible without necessarily sharing the same vision of the world. Through dialogue, the radicalised person should be made to question their own views and come to their own conclusions.

24. Fostering critical thinking, freedom of will and the establishment of a new world view

Radicalised persons should be confronted with ethical and moral issues through dialogue. Exposure to books, stories, films and documentaries¹⁶ can bring about subtle changes. Such activities are conducive to developing and strengthening critical thinking.

25. Leisure time: exercise and sports programmes

A sports and physical activity programme should be set up according to a person's needs and requirements, enabling them to return to physical activity in a normal environment. The programme should promote physical activity in a calm and positive environment and provide a model for dealing with aggression and violence. Group activities can foster resocialisation in a favourable and time-limited setting. The proposed exercise and sports programme should be assessed in advance. Background and personality should be taken into account when choosing types of physical activity (martial arts, contact sports, etc.). The amount of information that trainers receive about the person to be coached is to be decided on a case-by-case basis. Well-known and established organisations with a good reputation should be chosen as training partners.

26. Leisure time: joining a club

Activities like music, theatre and sport foster social participation and integration. Participating in such activities at clubs and meeting places should be considered and encouraged.

Ideological dimension

Intra muros

27. Dialogue on alternative (ideological and religious) viewpoints (also extra muros)

Radicalised persons should be encouraged to accept Switzerland's diversity through discussions on alternative (ideological and religious) viewpoints on society, the state and democracy. Chosen persons of authority¹⁷ who know and share the Swiss system of values can be considered for conducting these discussions. The criteria they must fulfil to lead these discussions should be defined on a case-by-case basis. The person of authority must be prepared for their task and be accepted as a discussion partner.

Extra muros

28. Contact person for religious and spiritual topics (also intra muros)

The willingness and ability to think critically also means dealing with religious and spiritual topics in a differentiated way. Contact persons¹⁸ must be able to question religious perceptions and offer alternative interpretations. It is important that the contact person is suitable for this task and is accepted as a discussion partner.

29. Talking with former extremists who have renounced violence

Conversations with, or biographies of former violent extremists can be included in the disengagement process. Understanding the experiences of former extremists, the process of indoctrination, the renunciation of violence and reintegration into society can leave a lasting impression on the radicalised person.¹⁹

17 A specialist on religious affairs is not necessarily required for this task. People involved in jihad, for example, are usually very aware of existential questions. Therefore other kinds of specialists can be considered to help to dismantle the radicalised person's ideological or religious attitudes, for example persons qualified in philosophy.

18 See footnote 17.

19 In France such conversations are also conducted with terrorism victims.

Basis needs and social services

30. Long-term accommodation

Suitable and long-term accommodation must be found that takes the radicalised person's special needs and situation into account. The existing network of partners and institutions should be utilised for housing placement. The contact person (for socio-educational or security matters) should visit their charge regularly and use the opportunity for checking the accommodation (as part of alternative measures).

31. Financial advice including debt counselling

The radicalised person should be capable of living independently and also become financially independent as quickly as possible. Counselling should include an analysis of the person's financial situation (e.g. living costs, taxes, debts). Examples of ways to clear debts and attain long-term financial independence should also be included.

32. Minors: immediate measures on their return

To foster the rapid integration of the minor and help provide a positive environment after their return, the parents – or other caregivers if the parents are absent – should be supported by a person who looks after the minor's interests. This person is responsible for calming the situation and ensuring a safe environment, for clarifying the living situation and ensuring the minor is cared for. The aim is to provide a stable and permanent framework for the minor to develop and to avoid too many caregivers.

7. Annex

7.1 Background information from the Radicalisation Awareness Network (RAN) on jihadist returnees from the 'RAN Manual – Responses to returnees: Foreign terrorist fighters and their families' (2017)

Motives for returning (p.23)

The RAN distinguishes between different reasons and motives behind foreign terrorist fighters (FTF) wanting to return:

1. the intention to carry out an attack;
2. disillusionment and remorse – some have had enough of the dire living conditions, others see no opportunity to remain (due to loss of power from the terrorist group they belonged to);
3. family pressure and intervention;
4. health reasons (e.g. injuries or childbirth);
5. return after refuge in Turkey;
6. capture and extradition back to the EU.

Child returnees (p.68) ²⁰

The RAN groups child returnees into three categories (p.68):

1. children who left the EU (with their families or on their own) to live within a terrorist organisation abroad and who have returned (with their families or on their own);
2. children who were born in terrorist conflict zones and who then travelled to Europe;
3. children who were born in the EU to a mother and/or father who was involved with a terrorist organisation abroad (a female FTF returnee who has returned while pregnant with the child). In this case, the child has not lived in the EU before and has also not lived in the terrorist conflict zone. This category is also included in the manual because the returnee status of the parent(s) can have an effect on the child at a later stage in his/her life.

Child returnees from Iraq or Syria (p.70)

The RAN assumes that all children returning from an Islamic State (IS) conflict region have been exposed to some level of violence and have had some level of engagement with and exposure to IS ideology.

The Network recommends three pre-conditions for guiding the response to child returnees (p.70):

1. a focus on early intervention and normalisation;
2. a holistic, multi-agency approach;
3. a tailor-made approach based on individual risk and needs assessment.

7.2 A selection of books, films and documentaries (see Measure 24)

Books

- Coelho, Paulo, *The Alchemist* (1996).
- Conesa, Pierre, *Guide du petit djihadiste* (2016).
- Thomson, David, *The Returned* (2016).
- Vallat, David, *Terreur de jeunesse* (2016).

²⁰ In Switzerland, children are considered to be criminally responsible from the age of 10. Returnees who are younger than 10 must be handed over to the civil authorities to clarify whether they need protection. With respect to children and adolescents between the ages of 10 and 18, the juvenile criminal justice system examines whether punishment or measures are necessary. If no criminal conduct is established, the civil authorities must clarify whether further measures are necessary.

Films and documentaries

- *American History X*, directed by Tony Kaye. USA (1998).
- *Le ciel attendra*, directed by Marie-Castille Mention-Schaar. France (2016).
- *Heart of a Lion*, directed by Dome Karukoski. Finland (2014).
- *Skinhead Attitude*, directed by Daniel Schweizer. Switzerland, France, Germany (2003).
- *Skin or Die*, directed by Daniel Schweizer. Switzerland, France (2003).
- *Swiss Muslim Stories*, sponsored by Ummah – Muslim youth in Switzerland, <https://swissmuslimstories.ch> (not available in English).

7.3 Definitions

The definitions used in this document are taken from the National Action Plan to Prevent and Counter Radicalisation and Violent Extremism (2017).

Terrorist activities: «(...) efforts to influence or change the institutional framework of the state that are achieved or facilitated by committing or threatening to commit serious criminal offences or by spreading fear and alarm.» (Art. 19 para. 2 let. a of the Federal Act on the Intelligence Service).

Violent extremist activities: «(...) efforts by organisations that reject the principles of democracy and the rule of law and which commit, encourage or endorse acts of violence in order to achieve their goals.» (Art. 19 para. 2 let. e of the Federal Act on the Intelligence Service).

Radicalisation: Radicalisation is a process whereby a person adopts increasingly extreme political, social or religious aspirations, possibly to the point of using extreme violence to achieve their goals, and views violence as a legitimate means of achieving the goals of the adopted ideology.

Disengagement: Disengagement is the process whereby a person stops supporting a violent extremist movement.²¹

Reintegration: Reintegration refers to the reestablishment of social, familial, and community ties and positive participation in society.

21 A shift from jihadism to Salafism would not really be a sign of disengagement, but rather a sign of transformation while waiting for the next opportunity to carry out a jihadist act. People who return from fighting with the IS are more likely to be disillusioned with the organisation and to disengage from it. However, they do not abandon their jihadist intentions as such.

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