



Deradicalization to Reintegration: Examining Post-Release Dynamics of Former Terrorism Offenders in Bengkulu

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Abstract

This research, using empirical data from Bengkulu Province, revisits the implementation of deradicalization policies in Indonesia by creating an integrated governance model based on the dynamics of reintegration of former terrorist convicts. This study discusses the ongoing fragmentation in deradicalization programs, where socio-economic reintegration, psychosocial rehabilitation, and ideological disengagement are still poorly coordinated across various institutions. Data were collected from 30 informants representing government agencies, academics, civil society, media, corporate actors, and former terrorist convicts using a qualitative descriptive design and an interactive analytical approach from Miles, Huberman, and Saldaña (2014). The findings demonstrate that the effectiveness of deradicalization is shaped by three interdependent dimensions: (1) cognitive transformation through educational interventions, (2) psychosocial recovery through rehabilitation processes, and (3) structural reintegration through social inclusion and economic empowerment. However, significant implementation gaps persist, particularly in inter-agency coordination, sustainability of economic support, and the persistence of social stigma toward former offenders. The results of this study offer the Integrated Penta-helix Deradicalization Governance Model (IPDGM), a unique theoretical framework that combines social identity theory, collaborative governance theory, and policy implementation theory. By shifting the focus of analysis from state-centered methods to multi-actor governance, this model improves the literature and provides policymakers in Indonesia with a more flexible and comprehensive framework for implementing deradicalization policies.

Keywords: Deradicalization, Pentahelix, Policy Implementation, Social Reintegration, Terrorism Studies, Governance..

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INTRODUCTION

A fundamental component of state stability, domestic security encompasses social cohesion, public welfare, and institutional resilience, in addition to traditional law enforcement. The notion of security in current security discourse has expanded beyond military power to encompass the state's ability to address complex socio-political threats that threaten social order. Contemporary studies also indicate that terrorism and extremism are part of non-traditional security threats that impact social and economic development, and state stability (Khayyam, Shah, & Tahir, 2021). Besides being violent in nature, these threats are deeply embedded in structural, psychological, and ideological frameworks (Gary LaFree & Laura Dugan, 2009). In Indonesia, strengthening national security has been institutionalized as a strategic priority in the 2020–2024 National Medium-Term Development Plan (RPJMN), which integrates prevention, repression, and deradicalization strategies as complementary policy instruments. This reflects a paradigm shift from coercive counter-terrorism to a more comprehensive and preventative approach. As John Horgan (2008; 2009) argues, effective deradicalization requires multidimensional interventions that include cognitive transformation, behavioral disengagement, and ongoing social reintegration.

Furthermore, from a human security perspective, the United Nations Development Programme (1994) emphasized that security must also protect people from various threats, including ideological extremism. Therefore, radicalization is not only a national security issue but also a sociopsychological phenomenon that undermines social trust, human dignity, and the long-term stability of societies. According to recent research, integrated social, psychological, and community-based interventions, not just coercive measures, are key to successful Countering Violent Extremism (CVE) strategies (Schmid, 2018; Koehler, 2017; El-Said, 2021). The spread of radicalism tends to be strongly influenced by the economic reasons of its adherents. Vulnerability to radicalization is exacerbated by socioeconomic factors. Extremist recruitment is facilitated by structural injustice, marginalization, and limited access to economic opportunities (Alan B. Krueger & Jitka Malečková, 2003). According to recent research, the likelihood of recidivism among former terrorist offenders increases significantly due to inadequate economic reintegration (Altier et al., 2017; United Nations Development Programme, 2021). Former terrorist convicts are more likely to return to their old lives if economic circumstances are difficult. This emphasizes the importance of sustainable livelihood solutions within a deradicalization framework.

The three pillars of deradicalization programs currently implemented include education, rehabilitation, and reintegration. These programs have been used to implement deradicalization programs in Indonesia, including in regions such as Bengkulu Province. However, their effectiveness remains debated. The authors found very little empirical evidence of the program's effectiveness. Empirical research indicates persistent fragmentation, poor inter-agency coordination, and limited integration across socio-economic, psychological, and ideological dimensions (Putra et al., 2021; Isnanto et al., 2020; Cherney, 2018). According to global studies, many CVE programs deliver only partial or inconsistent results due to poor program design and inadequate context adaptation (El-Said, 2021; Koehler, 2017). A government policy certainly faces numerous challenges in its implementation. From a policy implementation perspective, these obstacles reflect structural difficulties as defined by Daniel Mazmanian and Paul A. Sabatier (1983), who emphasized the importance of environmental support, institutional capacity, and policy clarity. According to the authors, this has led to the growing popularity of collaborative governance models among modern academics. A network-based governance structure, consistent with the whole-of-



government and whole-of-society paradigm, is represented by the Pentahelix model, which integrates government, academia, the commercial sector, civil society, and the media (OECD, 2016; Chris Ansell & Alison Gash, 2008). Research indicates that social networks, religious actors, and community engagement are crucial for sustaining deradicalization outcomes (Bjørge & Horgan, 2009; Barrelle, 2017; Kaplan & Nussio, 2018).

While the literature review demonstrates progress in this area, the authors believe significant research gaps remain. First, existing studies remain analytically fragmented, often separating psychological, social, or policy dimensions without integrating them into a coherent framework. Second, policy implementation studies tend to emphasize structural variables while downplaying the role of social interactions and identity reconstruction. Third, the application of collaborative governance models, particularly the Pentahelix framework, to deradicalization remains underexplored. Fourth, empirical evidence from subnational contexts such as Bengkulu remains limited, despite its strategic relevance for understanding local reintegration dynamics. Based on these four research gaps, the author believes it is crucial to examine "From Deradicalization to Reintegration, Examining Post-Release Dynamics of Former Terrorism Offenders in Bengkulu." In this paper, the author will create an integrated model based on the reintegration dynamics of former terrorist offenders and using empirical data from Bengkulu Province. This research aims to close these gaps and reconsider the implementation of deradicalization policies in Indonesia. This paper presents the Integrated Pentahelix Deradicalization Governance Model (IPDGM), a unique paradigm that combines collaborative governance, social identity theory, and policy implementation theory. In addition to providing policy-relevant insights to improve deradicalization tactics in Indonesia, this study bridges structural, social, and collaborative dimensions within a single analytical framework by viewing deradicalization as a multifaceted and networked process encompassing cognitive transformation, psychosocial rehabilitation, and socio-economic reintegration

METHODS

Research Design

This study uses a qualitative approach with a descriptive design to examine the implementation of deradicalization policies in Indonesia, based on empirical evidence from Bengkulu Province. This study aims to provide an in-depth and context-sensitive analysis of how deradicalization policies are operationalized, particularly in relation to the education, rehabilitation, and social reintegration of former terrorist offenders within a complex socio-institutional environment.

This research is grounded in the multidimensional and socially embedded nature of the deradicalization process, which involves interactions between policymakers and non-policymakers, as well as the subjective experiences of former offenders in implementing the given deradicalization program. This study is positioned within an interpretive paradigm, exploring the meaning-making processes, social interactions, and collaborative practices that shape policy outcomes. This study seeks to generalize analytically by developing a theoretically grounded model based on the observed reintegration dynamics. Data collection was conducted through semi-structured interviews using an interview protocol developed in accordance with the research focus: deradicalization policy implementation, social interactions, and multi-actor collaboration within the Pentahelix framework. This method allows for in-depth exploration of informants' experiences, perceptions, and practices, while remaining aligned with the research objectives (Creswell, 2014). The flexibility of semi-



structured interviews also allowed the researcher to capture emerging themes relevant to reintegration dynamics and governance processes.

Data analysis employed the interactive model of Matthew B. Miles, A. Michael Huberman, and Johnny Saldaña (2014), which consists of three simultaneous stages. First, data condensation, which involves the process of selecting, coding, and simplifying raw data into meaningful analytical units. Second, data display, where data is organized into structured forms such as matrices and thematic narratives to facilitate pattern identification. Third, conclusion drawing and verification, which involves iterative interpretation and validation of findings to ensure consistency, credibility, and analytical rigor. Next, the author analyzes the presented results by identifying key dimensions of reintegration dynamics and examining how these dimensions interact within the broader framework of deradicalization policy implementation. The results of this process serve as an empirical basis for the development of the Integrated Pentahelix Deradicalization Governance Model (IPDGM).

Research Focus

This research focuses on the implementation of deradicalization policies for former terrorism convicts in Bengkulu Province, aimed at suppressing the spread of intolerance, radicalism, and terrorism through a multidimensional approach encompassing education, rehabilitation, and social integration as three main pillars (Koehler, 2017; El-Said, 2021). The educational dimension emphasizes cognitive transformation through the internalization of national values, religious moderation, and pluralism, where education is seen as effective in building ideological resilience against radicalism (Neumann, 2010; ICSR, 2017). The rehabilitation dimension focuses on psychological, social, and economic recovery to reduce the risk of recidivism, with an emphasis on the importance of psychosocial stability and strengthening life skills as key factors for successful reintegration (Kruglanski et al., 2014; Sumpter, 2017). Meanwhile, the social integration dimension emphasizes the process of re-accepting former terrorist convicts into society, where family and community support and stigma reduction are crucial factors in preventing marginalization and re-involvement in radical networks (Bjørge & Horgan, 2009; Subedi & Hasmath, 2020). Furthermore, this study integrates the policy implementation perspective of Mazmanian and Sabatier (1983), which emphasizes the role of problem characteristics, policy structure, and the external environment in determining implementation effectiveness, as well as Cooley's (1902) social interaction theory through the concept of the looking-glass self, which explains that individual identity is formed through social reflection and societal perception. Thus, the focus of this study confirms that the effectiveness of deradicalization in Bengkulu is the result of the simultaneous interaction between program dimensions, policy implementation structures, and social dynamics that influence each other in the process of individual transformation.

Informan

Informants for this study were selected using a purposive sampling method to identify actors directly involved in the implementation of deradicalization policies in Bengkulu Province within the Pentahelix collaborative framework. A total of 30 informants were recruited, divided into seven main groups. The first group consisted of law enforcement officers from the Densus 88 Anti-Terrorism Coordinator (1 commander and 3 members) who played a role in the enforcement and implementation aspects of the deradicalization program. The second group consisted of government officials, namely the Bengkulu Province Unity and National Politics Service (Kesbangpol) (1



person), the National Counterterrorism Agency (FKPT Bengkulu Province) (1 person), and the Bengkulu Correctional Institution (1 person), who functioned in policy formulation and implementation. The third group consisted of lecturers from the University of Bengkulu (1 person), UIN Fatmawati Sukarno Bengkulu (1 person), and Muhammadiyah University of Bengkulu (1 person) who provided academic analysis of the policy. The fourth group consisted of civil society figures from the MUI, NU, Muhammadiyah, and Pemuda Ansor (4 individuals) who played a role in social legitimacy and community acceptance. The fifth group was the business sector, consisting of one agribusiness company and two MSMEs, which contributed to economic empowerment. The sixth group was the media, consisting of the Bengkulu Media and Journalism Association, which played a role in shaping public opinion. The seventh group consisted of 13 former terrorist participants as key informants, who provided direct experience related to the process of education, rehabilitation, and social reintegration. So the total number of informants was 30. With this diverse composition of informants, it is expected to find complex results. By enabling a comprehensive triangulation analysis of the implementation of deradicalization policies from the perspective of policy, social, economic, media, and individual experience.

RESULTS AND DISCUSSION

Results of Interviews with Former Terrorism Offenders

The empirical findings of this study are derived from in-depth interviews with 13 former terrorist convicts in Bengkulu Province, positioned as empirical evidence for understanding the implementation of deradicalization policies in Indonesia. This analysis is structured around five interrelated dimensions: education, rehabilitation, social integration, social interaction, and deradicalization outcomes. These dimensions collectively represent core components of reintegration dynamics. The results of the field data collection in this section were obtained from structured interviews with 13 former terrorist convicts in Bengkulu Province. The results of the field data collection serve as empirical evidence for understanding the implementation of deradicalization policies in Indonesia, particularly in Bengkulu. The author then conducted an analysis structured around five interrelated dimensions: education, rehabilitation, social integration, social interaction, and deradicalization outcomes, in accordance with the theoretical framework in the previous section.

First, the education dimension revealed substantial cognitive transformation among most informants. Participants reported shifts in their understanding of national ideology, particularly Pancasila and the Unitary State of the Republic of Indonesia (NKRI), which are now considered the foundation of an inclusive and legitimate national life. Interview evidence shows that all informants stated that "*I view Pancasila as the foundation of the Indonesian state.*" Religious interpretations have also evolved toward a more moderate perspective, with an explicit rejection of violence as a means of ideological expression. This is evidenced by the statement: "*Religion teaches goodness and virtue.*" It also relates to moderate religion with the statement: "*In religious life, we are open and accepting of differences.*" However, the internalization of pluralistic values remains uneven, indicating that cognitive change is progressive rather than absolute.



Second, the rehabilitation dimension highlights improvements in psychological well-being, reflected in increased emotional stability, self-reflection, and acceptance of past experiences. This is evident in the interview results, where respondents stated: *"I use past experiences as lessons for a better future."* Respondents also stated that they currently feel emotionally stable. Despite these positive developments, structural barriers persist, particularly limited access to employment and sustainable livelihoods. Although some informants have participated in vocational training programs (e.g., agriculture and plantations), the transition to economic independence remains inconsistent. Family support emerged as a crucial contributing factor, strengthening emotional resilience. This is evident in the statement, *"My family is very supportive of changes for the better and readiness for reintegration,"* as evidenced by the statement: *"The support of community leaders is very helpful in community life."* However, it is interesting that some respondents continued to express concerns about long-term social acceptance. This issue has drawn the author's attention. Third, the social integration dimension underscores the central role of family and community support in facilitating reintegration. Although the initial stages are often marked by social stigma and exclusion, an adaptive process is observed through engagement with community and religious leaders. Some informants have gradually rebuilt social ties and participated in communal activities, contributing to the formation of new, more inclusive social networks. Evidence from interviews includes statements such as, *"I have become a better and more open person."* Furthermore, statements such as, *"I feel well-received in social activities."* This suggests that reintegration is not solely an individual process but is deeply embedded in the social structure.

Fourth, the social interaction dimension reflects a transformation in identity construction. Informants demonstrate a shift from previously radical identities to more adaptive and socially acceptable roles. This is consistent with respondents' statements regarding questions regarding self-assessment, namely: *"I feel confident," "I consider myself to be better and more open."* This transition is accompanied by increased self-confidence and openness in social engagement. However, residual stigma continues to influence interaction patterns for some individuals, indicating that identity reconstruction remains a negotiated and ongoing process shaped by external social perceptions. This is consistent with respondents' statements, namely: *"Society treats me by actively inviting me to socialize with the environment Society."*

Fifth, the deradicalization outcome dimension demonstrates a consistent rejection of radical ideology and violent practices among all informants. Behavioral changes toward a normative and socially adaptive lifestyle are evident, including participation in community activities and adherence to community norms. However, the sustainability of these outcomes varies, particularly with regard to economic stability and the depth of social acceptance. The results indicate that most informants are employed and self-employed to support their livelihoods. However, not all informants have achieved stable employment, highlighting critical gaps in long-term reintegration. The findings also indicate that the government, through Densus 88, is implementing social integration, particularly for former terrorist convicts, through agricultural programs or agricultural businesses such as watermelons, as a way to create economic independence for former terrorist convicts.

Overall, the findings indicate that deradicalization programs in Indonesia, as demonstrated in Bengkulu, are relatively effective in facilitating cognitive and behavioral transformation. However, their long-term sustainability depends on the quality of the reintegration process, particularly with



regard to family support, community acceptance, and access to economic opportunities. These findings strengthen the argument that deradicalization is not simply an individual-level intervention but a multidimensional process shaped by the interaction of factors. psychological, social, and structural. Most importantly, the interdependence of these five dimensions provides an empirical basis for the development of the Integrated Pentahelix Deradicalization Governance Model (IPDGM), which conceptualizes deradicalization as a collaborative and networked governance process involving multiple actors and systemic support mechanisms.

Research Results (Pentahelix Actor Interview Findings)

The findings derived from in-depth interviews with 24 Pentahelix informants in Bengkulu Province provide a multi-actor perspective on deradicalization policy implementation in Indonesia. These findings are analytically organized around three core pillars—education, rehabilitation, and social reintegration—while highlighting variations in perceptions, roles, and effectiveness across stakeholder groups. This multi-actor analysis reveals the extent to which collaborative governance mechanisms shape reintegration dynamics in practice. First, in the educational pillar, the program is widely acknowledged—particularly by government actors—as contributing to the dissemination of national values and religious moderation. However, perspectives from academia and civil society indicate that the educational approach remains predominantly top-down and insufficiently transformative. Specifically, the current model tends to prioritize cognitive transmission over deeper processes of identity reconstruction and emotional engagement. While the structured delivery of content is considered a strength, significant limitations persist, including the absence of personalized approaches, limited integration of psychosocial methods, and the underutilization of media in developing effective counter-narratives. Moreover, collaboration within the Pentahelix framework remains only partially realized, with unclear role distribution and fragmented shared understanding among actors.

Second, within the rehabilitation pillar, the findings indicate measurable progress in psychological stabilization among former terrorism offenders, particularly through counseling and mental health interventions. Nonetheless, rehabilitation practices remain fragmented due to weak integration across psychological, social, and economic dimensions. Structural barriers—most notably limited access to employment, persistent workplace stigma, and minimal engagement from the private sector—significantly constrain the effectiveness of rehabilitation efforts. Although behavioral changes toward more adaptive social conduct are observable, the absence of standardized indicators for measuring rehabilitation outcomes limits the ability to systematically assess program success. Across all actor groups, the family is consistently identified as a primary protective factor, while the broader social environment is recognized as a decisive determinant of long-term recovery.

Third, in the social reintegration pillar, the most critical challenges are associated with persistent social stigma and limited community acceptance. While family support facilitates initial reintegration, its availability and effectiveness vary across individuals. Informants report emerging forms of social participation, particularly through religious and community-based activities; however, these initiatives remain sporadic and lack institutional consolidation. Although a general commitment to nonviolence is evident, its sustainability requires continuous community-based



engagement and monitoring mechanisms. The findings consistently identify three dominant constraints: entrenched social stigma, economic vulnerability, and weak inter-actor coordination within the Pentahelix structure.

Overall, the results indicate that deradicalization policy implementation in Bengkulu—within the broader Indonesian context—has been operationalized through the three core pillars, yet remains insufficiently integrated across actors and dimensions. The Pentahelix model, while conceptually adopted, has not fully functioned as an effective collaborative governance system. Instead, implementation is characterized by sectoral fragmentation, asymmetrical actor involvement, and limited synchronization between policy design and field-level practices. These findings highlight a critical gap between policy intent and implementation outcomes, underscoring the need for a more adaptive, integrative, and network-based governance approach. In particular, strengthening cross-sector coordination, institutionalizing community-based interventions, and enhancing the role of non-state actors—especially the private sector and media—are essential for improving the sustainability of reintegration processes.

Importantly, the interaction patterns identified across Pentahelix actors provide empirical validation for the development of the Integrated Pentahelix Deradicalization Governance Model (IPDGM), which conceptualizes deradicalization as a coordinated, multi-level, and multi-actor process linking cognitive transformation, psychosocial rehabilitation, and structural reintegration within a unified governance framework.

To facilitate the analysis of the field interview findings, the authors present them in the following table:

Table 3. Comparative Findings on Deradicalization Implementation: Pentahelix Actors and Former Terrorism Convicts in Bengkulu Province

Variable	Pentahelix Actors' Perspective (n=17)	Former Convicts' Perspective (n=13)	Synthesis
Education	Programs have been implemented but are still suboptimal; most consist of one-way communication focused on nationalism and religious moderation.	A significant cognitive shift towards acceptance of Pancasila, the Republic of Indonesia (NKRI), and moderate religious views; increased rejection of violence.	Education is effective at the cognitive level, but internalization of the values of tolerance is still gradual and incomplete.
Rehabilitation	Provides psychological benefits but requires increased integration across psychological,	Emotional stability and self-reflection have improved; however, the ongoing challenges of	The Rehabilitation Dimension is psychologically effective but there are still weaknesses in economic



	social, and economic dimensions.	economic reintegration remain.	empowerment and long-term sustainability.
Social Reintegration	The results show that family support is considered strong, but social stigma is still high and participation mechanisms are not well structured.	Family support is considered the most important and strongest, but the social stigma of being a former convict is still experienced in the community.	Due to ongoing stigma and uneven societal acceptance, social reintegration is a significant barrier.
Social Interaction	It is still considered not optimal because success depends on coordination between actors and a supportive social environment.	Positive identity transformation, even though fear of stigma still influences interactions.	Social interaction is a determining factor in reintegration, but is limited by limited inclusive environments.
Deradicalization Outcomes	The results are as expected, including ideological, behavioral, social, and economic transformation; however, the implementation is still inconsistent, especially in collaboration between stakeholders.	Clear ideological and behavioral shifts have been achieved, but improvements are still needed in the area of economic independence.	The results are partial, meaning that on the one hand they are strong in ideological and behavioral changes but still weak in economic independence.
Overall Synthesis	The results show that Implementation is carried out through three main pillars but is less fully integrated in the Pentahelix governance model.	The success of individual Transformation is evident but still heavily dependent on external social support.	The effectiveness of deradicalization is determined by the interaction between policy implementation, program delivery, and the social environment.

Data Triangulation

In this section, the author triangulates the research by comparing data from Pentahelix actors, former terrorism convicts, and related policy literature and theory. From an educational perspective, both

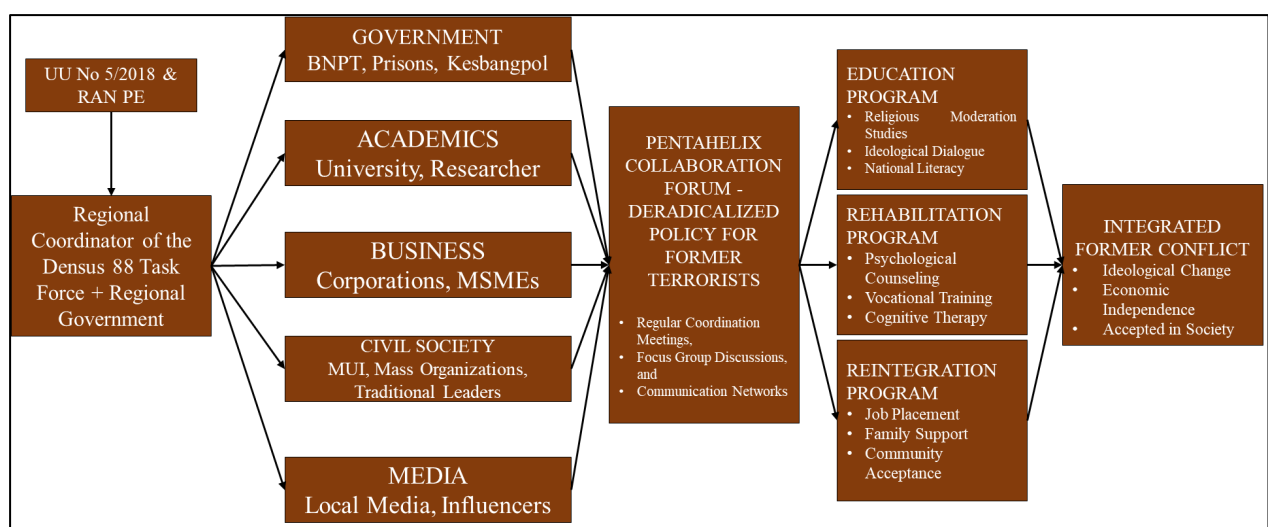


data sources agree that the deradicalization program has resulted in cognitive changes toward a more moderate understanding of Pancasila, the Unitary State of the Republic of Indonesia (NKRI), and the values of nonviolence, although Pentahelix actors assess the process as still one-way and not fully transformative. From a rehabilitation perspective, consistent findings indicate that the intervention is relatively effective in improving psychological stability, but has not been able to build sustainable economic independence due to limited integration programs and minimal private sector involvement. Field findings support this assertion that economic independence programs must continue to be promoted, as is the case with food security programs such as corn cultivation and other crops, or with fruit produced by watermelon farming companies.

Furthermore, from a social integration perspective, both data sources confirm that societal stigma remains a major barrier to reintegration, although family support plays a crucial protective factor. Deradicalization outcomes show a similar pattern: relatively achieved ideological and behavioral changes, but partial economic independence and social integration. Theoretically, these findings can be explained by integrating three main perspectives. First, Mazmanian and Sabatier's (1983) policy implementation theory states that implementation effectiveness is influenced by the complexity of the problem and the capacity of the policy structure, so that the "complex problem" of deradicalization cannot be optimally addressed by existing policy designs. Second, Cooley's (1902) "mirror self" theory explains that the formation of a former victim's identity is strongly influenced by social perception and acceptance, making societal stigma a key factor hindering successful reintegration. Third, the collaborative governance approach through the Pentahelix model (Ansell & Gash, 2008) shows that although collaboration between actors has been established, this collaboration has not been synergistically integrated into the implementation of education, rehabilitation, and reintegration programs. Thus, this triangulation confirms that the success of deradicalization is determined not only by individual change, but also by the effectiveness of policy implementation, the quality of social interactions, and the level of collaboration between actors within the integrated system.

Pentahelix model of deradicalization policy Social reintegration

Picture 4.1 Integrated Pentahelix Deradicalization Governance Model (IPDGM)



Research findings indicate that the implementation of deradicalization policies as compensation for peace in Bengkulu Province forms a collaborative model that is multi-level, multi-actor, and multi-intervention. This is based on field results that indicate the need for stronger collaboration through coordination in deradicalization program activities. This model integrates a normative policy framework, a Pentahelix actor structure, and the three main pillars of the deradicalization program: education, rehabilitation, and social reintegration, which simultaneously produce changes in ideological, behavioral, social, and economic aspects. Normatively, the implementation policy is based on Law Number 5 of 2018, the National Rehabilitation Action Plan (RAN PE), and technical regulations from the National Counterterrorism Agency (BNPT) and the Directorate General of Corrections. At the regional level, RAD PE is also needed as a pentahelix regulatory force in implementing deradicalization policies. Furthermore, according to Mazmanian and Sabatier (1983), the effectiveness of implementation is determined by clarity of objectives, implementation structure, and external environmental support. However, field findings indicate that successful implementation is determined not only by regulatory strength, but more so by effective cross-actor coordination in policy practice. At the governance level, the Pentahelix model has proven to be a crucial instrument in strengthening deradicalization implementation through the involvement of the government (BNPT/FKPT, Densus 88, Kesbangpol, Lapas), academics, the business world, civil society (MUI, NU, Muhammadiyah), and the media. This collaboration reflects the form of network governance proposed by Ansell and Gash (2008), where the division of roles, resources, and social legitimacy are key factors in policy effectiveness. On the programmatic dimension, research has found that deradicalization is implemented through three main interrelated pillars. First, education serves as a cognitive transformation through religious moderation, national literacy, and ideological dialogue (Koehler, 2017; El-Said, 2021). Second, rehabilitation plays a role in psychological and economic recovery through counseling, cognitive therapy, and skills training, aimed at reducing the risk of recidivism (Barrelle, 2017). Third, social reintegration is an important stage in the process of reintegrating former offenders into society through family support, job placement, and community acceptance (Bjørge & Horgan, 2009).

Furthermore, based on Cooley's (1902) social interaction perspective, using the concept of the looking-glass self, this study found that the success of deradicalization is strongly influenced by the social reflection process formed through community acceptance, family support, and the quality of the social environment. This illustrates the self-assessment of former compensation participants, as explained in the previous section. Thus, individual change is not only internal but also the result of ongoing social construction. This means that not only is self-change necessary but also needs support from the external environment, namely family and society. At the outcome level, policy implementation produces four main indicators: ideological change towards rejection of violence, for example, "I reject violence in the name of religion because it triggers divisions in society." Behavioral changes toward non-extremist behavior, for example, "Now I love peace and love my homeland, the Republic of Indonesia." More inclusive social integration, for example, involves community leaders in encouraging them to actively participate in activities in their neighborhoods. And increasing economic independence through employment or entrepreneurship. In this



dimension, the government, through the National Police's Special Detachment 88, facilitates the improvement of agricultural and entrepreneurial skills through watermelon farming, starting with national companies in seed procurement, education, and agricultural product marketing.

Overall, this research model emphasizes that deradicalization is not simply a security intervention, but rather an integrated social process involving ideological, psychological, economic, and social transformation through the synergy of Pentahelix actors supported by the dynamics of community social interactions. Thus, the success of deradicalization is not determined by a single actor or program, but rather by the formation of a collaborative policy ecosystem that is systemically and sustainably interconnected within an adaptive and inclusive governance framework.

The findings of this study demonstrate that the implementation of deradicalization policies in Indonesia—examined through empirical evidence from Bengkulu Province—cannot be conceptualized as a linear process centered on either the central or regional governments. Instead, it operates as a complex, adaptive, and network-based socio-political system shaped by interactions among various actors, namely the government through the National Police (Polri), the National Counterterrorism Agency (BNPT), the Bengkulu Regional Government, academics, the community, the media, and the business sector. Furthermore, these actors are influenced by institutional arrangements through the National Action Plan for Deradicalization (RAN PE) and regional regulations through the RAD PE, and by socio-cultural dynamics that shape stigma and social support within the community.

From the perspective of Daniel Mazmanian and Paul A. Sabatier's (1983) policy implementation theory, effectiveness is primarily determined by structural issues, clarity of policy design, and a conducive implementation environment. While this framework remains relevant, this study broadens its explanatory scope by demonstrating that formal policy structures alone are insufficient to address the multidimensional nature of deradicalization. In practice, the absence of operationalized social collaboration structures—particularly those based on multi-actor governance—significantly hampers implementation outcomes. Empirical evidence from Bengkulu reveals a persistent disconnect between policy design and implementation. Although deradicalization policies in Indonesia are formally structured around education, rehabilitation, and social reintegration, their implementation remains fragmented across various institutions. This fragmentation is particularly evident in weak interagency coordination, asymmetrical actor participation, and limited integration of psychosocial and socio-economic interventions. These findings are consistent with broader criticisms in the deradicalization literature, which highlight the limitations of government-centered, security-driven approaches that fail to incorporate community-based and relational dimensions (Horgan, 2009; Schmid, 2018).

Furthermore, the results of this study indicate that deradicalization outcomes are not solely determined by institutional interventions but are strongly influenced by the dynamics of reintegration, which encompass cognitive transformation, psychosocial recovery, and structural inclusion. These dimensions are interdependent and mutually reinforcing. For example, the cognitive shift achieved through educational programs is unlikely to be sustainable without psychosocial stability and access to economic opportunities. For example, the process of returning former drivers to society requires community support, not just behavioral change. Similarly, successful rehabilitation does not automatically translate into social acceptance, as stigma and



exclusion continue to shape the post-release experience. This strengthens the argument that deradicalization must be understood as a process of identity reconstruction embedded in social interactions, not simply forgiveness of behavior. Therefore, the authors emphasize that achieving integration for former drivers also requires the success of programs that foster external support from both family and community. In this regard, these findings align with the theoretical insights of Fathali M. Moghaddam (2005) and Charles Horton Cooley (1902), who emphasized the role of perceived injustice, identity formation, and social reflection in shaping individuals' trajectories toward or away from extremism. The persistence of social stigma identified in this study illustrates how external perceptions continue to influence self-identity among former offenders, thus influencing the desirability of deradicalization outcomes. Consequently, reintegration cannot be considered a final stage but rather an ongoing, socially negotiated process.

Furthermore, these findings provide strong empirical support for the relevance of collaborative governance as articulated by Chris Ansell and Alison Gash (2008). The Pentahelix framework—which encompasses government, academia, the private sector, civil society, and the media—offers a structurally sound model for addressing the multidimensional challenges of deradicalization. However, this study found that, in practice, Pentahelix collaborations remain poorly institutionalized and functionally fragmented. In particular, limited private sector involvement in economic reintegration and the undermining of the media's use in developing counter-narratives represent critical gaps in the current governance structure.

These findings suggest that effective deradicalization requires a shift from a program-based approach to a systems-based governance model, where coordination, role clarity, and interdependence among actors are systematically structured. This lack of integration leads to partial and unsustainable outcomes, as evidenced by the uneven success of the reintegration process among former terrorists in Bengkulu. Based on these insights, this study develops the Integrated Pentahelix Deradicalization Governance Model (IPDGM), which can be used as a theoretical and practical framework bridging policy implementation, social identity processes, and collaborative governance. This model is expected to serve as a framework for the involved pentahelix actors. This model conceptualizes deradicalization as a multidimensional system in which cognitive, psychosocial, and structural dimensions are interconnected and jointly influenced by multi-actor collaboration. Thus, this study contributes to expanding existing policy implementation theory beyond its structural orientation to a more relational and network-based perspective.

In the broader Indonesian context, these findings have important policy implications. Improving the effectiveness of deradicalization requires not only improved program design, but also institutionalizing cross-sector collaboration, enhancing community-based reintegration mechanisms, and addressing structural barriers such as stigma and economic exclusion. Without these systemic adjustments, deradicalization efforts risk remaining fragmented and unable to achieve long-term sustainability.

Limitations of the State-Centric Approach to Deradicalization

This study's findings reveal that a government-dominated approach has limited the effectiveness and long-term viability of deradicalization efforts in Indonesia. While formal legal frameworks—such as Law No. 5 of 2018 and the National Action Plan for the Prevention and Countermeasures



of Violent Extremism (RAN PE)—have established institutional legitimacy, their implementation at the local level, as in Bengkulu, remains characterized by fragmented coordination and limited cross-sectoral integration. This is evident in the suboptimal policy process outlined in the provincial RAD PE. From a policy implementation perspective, the authors view these limitations as reflecting an overreliance on formal authority structures and insufficient attention to relational and social dimensions. These observations reinforce criticisms raised by Schmid (2018) and El-Said (2021), who argue that deradicalization programs often underperform due to a disproportionate focus on security and compliance, rather than transformative social processes. In this regard, this study confirms that deradicalization is a “wicked problem,” as conceptualized by Horst Rittel and Melvin Webber (1973), which requires an adaptive, multi-actor, and iterative governance approach, rather than linear policy interventions.

Pentahelix Governance as Structural Innovation

This study strengthens the findings of previous research and advances the concept of collaborative governance as articulated by Chris Ansell and Alison Gash (2008) by operationalizing the Pentahelix model in the context of deradicalization policy implementation. Unlike previous studies that primarily positioned the Pentahelix as a normative or conceptual framework, this study demonstrates that the Pentahelix functions as a governance infrastructure that directly influences the success of deradicalization policy implementation.

Empirical results indicate that each element of the Pentahelix structure plays a distinct but interdependent role: the government provides the legal framework and institutional authority; academia provides theoretical and evidence-based knowledge; the private sector assists in economic reintegration; civil society promotes social legitimacy and community participation; and the media shapes the public narrative and anti-radicalization discussions. However, this research indicates that there are significant asymmetries in actor involvement, resulting in fragmented implementation. In particular, significant discrepancies are the limited involvement of the private sector in providing employment and the underutilization of the media in counter-narrative strategies. This imbalance reduces the efficiency of the overall governance system, particularly in fostering sustainable economic and social reintegration.

Therefore, this study concludes that effective deradicalization requires not only multiple actors, but also coordinated actions, shared goals, and integrated mechanisms within the Pentahelix framework. This work serves as a structural foundation for the development of the Integrated Pentahelix Deradicalization Governance Model (IPDGM), which aims to transform fragmented collaboration into a coherent and adaptive governance system.

Theoretical Implication: From Disengagement to Systemic Reintegration

Theoretically, this study extends the literature on deradicalization by moving away from the predominant focus on disengagement theory and moving toward a more detailed framework of systemic reintegration. Disengagement perspectives often under-theorize the long-term social processes that sustain ideological and behavioral change, but they emphasize behavioral withdrawal from extremist activities.



This study promotes the idea that deradicalization should not be limited to the moment of disengagement but rather be understood as a process that is continuous, system-embedded reintegration. According to the IPDGM framework, reintegration is conceptualized as a dynamic social system that interacts with institutional arrangements, policy structures, and multi-actor networks. In this way, reintegration is not a final stage but rather an ongoing mechanism that determines the durability of reintegration. The results indicate that ideological transformation is linked to broader socioeconomic conditions and relationships. Persistent stigma, lack of access to money, and a lack of social support systems can hinder changes in thinking and behavior, which can increase the likelihood of relapse. Therefore, this study integrates structural, social, and collaborative dimensions into a unified perspective, placing reintegration as the central nexus connecting individual transformation with systemic governance processes.

CONCLUSION

It's important to remember that deradicalization is a multi-level issue that cannot be effectively addressed through a programmatic or single-sector approach. Its success depends on the government's ability to coordinate structured, adaptable, and trust-based collaboration between institutional stakeholders and the community. To improve Indonesia's national deradicalization law, the Integrated Pentahelix Deradicalization Governance Model (IPDGM) proposed in this study provides an effective and scalable framework. The model provides a path toward more coherent, inclusive, and sustainable policy implementation by integrating policy structures, social interaction dynamics, and collaborative governance mechanisms. A system-based, society-integrated governance approach is not only desirable but also necessary in contexts characterized by persistent radicalization risks, particularly at the subnational level. Without such integration, deradicalization efforts risk remain fragmented and unable to achieve long-term societal resilience.

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