

## **The Pentahelix Strategy of the National Counterterrorism Agency in Reducing the Potential of Radicalism in Indonesia**

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### **Abstract**

*Radicalism in Indonesia, particularly when claiming to represent Islam, is driven by socio-historical, political, economic, social, and cultural factors that are exploited by terrorist groups to manipulate Muslims on a global scale. Such radicalism has led to various criminal acts that have shaken Indonesia, especially since the reform era, disrupting the safety and well-being of its people. The factors contributing to radicalism's emergence include a lack of accurate religious understanding, dogmatic interpretations, and strict religious prohibitions. Inadequate knowledge of history and sociology also plays a role. The government has taken steps in counterterrorism, including establishing the National Counterterrorism Agency (BNPT) and Densus 88 Anti-Terror. Legal and institutional measures are crucial in confronting terrorism threats. The "pentahelix" approach, involving the government, society, academia, media, and the business sector, is vital in creating a secure environment free from terrorism. Collaboration among relevant parties is essential in addressing the threat of radicalism in Indonesia, with hopes for harmonious cooperation. This research employs a literature review method, gathering data from academic journals, books, and peer-reviewed sources to gain a comprehensive understanding of the topic.*

**Keywords:** *Pentahelix, Radicalism, Terrorism, National Counterterrorism Agency, Collaboration*

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## **INTRODUCTION**

For the Indonesian society, the current technological era's development has resulted in both positive and negative impacts. One of the positive impacts is the ease of access to and dissemination of information from individuals to others or groups, which now requires minimal time. However, the negative impact is the rise of radicalism and its dissemination, which is closely linked to factors within a country's social and political life. In the current era of globalization, radical ideologies and global terrorism are interconnected.

Based on strategic analysis and the identification of highly dynamic threat characteristics, there is a possibility of various threats merging. Therefore, currently and in the future, threats can be classified into three types: military threats, both armed and unarmed; non-military threats; and hybrid threats. The sources of threats can originate from within or outside the country, carried out by state or non-state actors, and can be national, regional, or international in nature. The resulting impact encompasses all aspects of social conditions, including ideology, politics, economics, socio-culture, defense, and security (Indonesian Ministry of Defense, 2015).

Non-military threats fundamentally involve using non-military factors that are deemed potentially harmful to a nation's sovereignty, territorial integrity, and the safety of its people. Some threats are related to socio-economic dimensions triggered by issues like poverty, lack of education, and underdevelopment. Consequently, unfulfilled welfare may lead to more serious threats such as crises and others that can disrupt national stability and security, including separatism, terrorism, and violent actions (Sumandiyar, 2019).

Radicalism has become a significant issue in Indonesia due to transformations in social and political structures, leading to differences in viewpoints with radical groups. These radical

groups hold more extreme and intolerant ideologies towards differing opinions. The presence of radicalism stems from several complex factors. One of which is an inadequate understanding of religion, often caused by dogmatic teachings. Additionally, a literal interpretation of religion leads radical groups to view religion solely from an individual perspective, without grasping its true essence. Strict enforcement of religious prohibitions can also fuel the emergence of radicalism. Lack of knowledge about history and sociology plays a role as well, causing the fatwas issued by radical groups to contradict the interests of the people, common sense, and the spirit of the times. Furthermore, radicalism can arise as a response to other forms of radicalism, such as radical behavior from secular groups rejecting religion. Occasionally, radicalism can also manifest as resistance against social, economic, legal, and political injustices within the community.

In this section, there are several relevant studies that have been conducted previously. These studies will support the writing and analysis process in this research and will be used as a reference to assess the novelty of this research. Five scientific publications with related topics have been identified, and the results of the extraction from each of these scientific publications will be used to support this research. The first study by Mahendra et al. (2023) examines BNPT's efforts to prevent the spread of radicalism and terrorism in the maritime regions of Indonesia. They employ the Pentahelix approach involving the government, academics, the business sector, the community, and organizations in counterterrorism efforts. The second study by Prayuda, Munir, & Sundari (2022) discusses the importance of border studies in a nation's development and analyzes the integration of the Pentahelix model in empowering communities to address non-traditional security threats in the border regions of Riau Province. The third study by Hutami, Azhar, & Aulia (2023) explores the counterterrorism collaboration between Indonesia and the United Kingdom using a four-pillar strategy approach. They identify four strategic pillars within the framework of counterterrorism. The fourth study by Subagyo (2020) analyzes the implementation of the Pentahelix model in the deradicalization program for terrorism in Indonesia, involving academics, businesses, the community, government, and media. The study highlights the importance of involving the business sector and media in deradicalization efforts. The fifth study by Firmansyah, Priyanto, & Bilney (2022) discusses the Penta-Helix concept as a deradicalization program for separatist terrorist groups in Papua. They emphasize collaboration and cooperation in addressing conflicts and deradicalization in the Papua region. All of these studies provide valuable insights for a deeper understanding of counter-radicalism and counter-terrorism efforts, as well as the initiatives undertaken by various stakeholders, including BNPT, in addressing these challenges.

Terrorism is an act or action driven by false radical ideological beliefs, serving as a release of frustration for those who misunderstand Indonesia's national ideology. Perpetrators of terrorism spread fear to cause anxiety among the public and the nation. The National Counterterrorism Agency (BNPT) states that terrorism not only threatens public security but is also used as a means to destroy Islamic views and the Indonesian state. The impact of terrorism that uses religion as its pretext is the emergence of Islamophobia, the fear or hatred towards Islam, which can worsen public perception of the religion and oppose the state's ideology. In a democratic state system, all parties are given the freedom to express their ideas and thoughts. However, adopted thoughts and ideologies must not contradict the common agreements made as the nation's shared commitment, in accordance with Pancasila, the state ideology of Indonesia.

Radicalism and terrorism are global problems that also affect Indonesia, as a country with the largest Muslim population in the world. The potential of radicalism in Indonesia raises concerns about the emergence of groups that employ violence and extremism to spread their ideological beliefs. In facing this challenge, the National Counterterrorism Agency (BNPT) plays

a crucial role in formulating and implementing strategies to reduce the potential of radicalism in Indonesia. BNPT works with a Pentahelix approach, involving five main pillars or groups: the government, civil society, private sector, academics/scientists, and media. Each pillar has its own role and responsibilities in preventing and countering radicalism.

## **RESEARCH METHODS**

The research method used in this study is literature review, conducted by collecting information from relevant scientific journals, relevant books related to the research subject, and documentation. Literature review is a research method that is useful for developing a comprehensive understanding of a specific research topic (Sugiyono, 2013). In the literature review method, researchers gather data and information from various published literature sources. Scientific journals are one of the primary sources in literature review because they contain the latest research and findings that have gone through the peer-review process, ensuring a high level of validity. Additionally, researchers also use relevant books to gain deeper and detailed insights into the issue under investigation.

In the literature review method, researchers must be careful and critical in selecting relevant and reliable sources. Furthermore, they should be able to organize and present information from various literature sources in a structured and integrated manner. In this literature review, the researcher will thoroughly examine previous research and ideas from experts who have discussed Indonesia's government efforts in dealing with cyber-attacks. With the appropriate and meticulous literature review method, this study aims to provide a comprehensive and in-depth understanding of the National Counterterrorism Agency's Pentahelix Strategy in Reducing the Potential of Radicalism in Indonesia.

## **RESULT AND DISCUSSION**

Radicalism using Islam as a pretext in Indonesia is influenced not only by socio-historical factors but also triggered by political, economic, social, and cultural situations exploited by terrorist groups to manipulate the global Muslim community. Various radicalism and terrorism-based crimes have shaken Indonesia and disrupted the security and well-being of its people, especially since the reform era. Incidents like the 2002 Bali bombings that claimed many lives, the 2004 Australian Embassy bombing that killed 9 people, the 2009 JW Marriott Hotel bombing that caused 12 casualties, and the Ritz Carlton Hotel bombing that killed 5 people are just some of the many events across Indonesia caused by terrorist acts (Abdullah, 2021).

Radicalism is a highly relevant and critical issue in Indonesia, as its impact can affect the country's social stability and security. Transformations in social and political structures have created differences in viewpoints among the population, including radical groups with more extreme and intolerant ideologies towards differing opinions and values. One of the main factors leading to the emergence of radicalism is an inadequate understanding of religion. Sometimes, dogmatic and narrow religious interpretations become the source of radical beliefs. A very literal interpretation of religion results in radical groups seeing religion only from an individual's perspective, without comprehending its essence and true values. As a result, their ideologies become extreme and incapable of appreciating diversity of perspectives.

Moreover, tightening restrictions on actions deemed forbidden for the people can also trigger the rise of radicalism. When radical groups feel the need to control individuals' lives and

choices, they tend to introduce harsh ideologies that limit individual freedom of thought and action. Lack of knowledge about history and sociology also plays a role in the emergence of radicalism. Radical groups often issue fatwas or opinions that contradict the interests of the people, common sense, and contemporary spirit. This indicates their limited and shallow understanding of social contexts, history, and societal developments. Sometimes, radicalism arises as a response to other forms of radicalism. Radical behavior from secular groups rejecting religion or underestimating religious values can provoke an excessive reaction from radical groups, who feel compelled to defend their beliefs in extreme ways. This phenomenon demonstrates that radicalism can become a dangerous cycle if not handled wisely. Resistance to social, economic, legal, and political injustices within society can also be a trigger for radicalism. Dissatisfaction with inequality and injustice may lead some individuals to seek extreme solutions and become attracted to adopting radical ideologies as a form of protest and resistance.

Ensuring national security is not just a basic concept but also needs to adapt continuously to the existing dynamics. The stability of Indonesia's national security plays a crucial role in guaranteeing smooth national development and achieving national objectives (Indonesian Ministry of Defense, 2015). Terrorism threats pose potential disruptions that can endanger a nation's security. As previously explained, terrorist actions can impede the national development process, which is key to achieving national security. The government must continually strive to strengthen the national defense system and enhance cooperation with various stakeholders, including civil society, educational institutions, and the private sector. Furthermore, there is a need to raise awareness and educate the public about the dangers of terrorism and the importance of active participation in safeguarding national security.

The ongoing and intense threats facing Indonesia have prompted the country to strengthen its foundations and legal frameworks to address these threats quickly, involving all law enforcement instruments. One of the steps taken by the government was the establishment of Densus 88 Anti-Terror through the Indonesian National Police Chief's Decree No. 30/VI/2003. Additionally, the government responded promptly by establishing a state institution with a specific role in countering terrorism, the National Counterterrorism Agency (BNPT), based on Presidential Regulation No. 46/2010. Through this regulation, BNPT was given the authority to formulate and issue policies and strategies in counterterrorism efforts. BNPT also acts as a coordinator in prevention, protection, law enforcement, international cooperation, and deradicalization programs (Hikam, 2016). The government even reinforced BNPT's role by elevating its institutional status to an agency equivalent to a ministerial level through Presidential Regulation No. 12/2012, amending Presidential Regulation No. 46/2010.

These actions demonstrate the government's serious commitment to confronting the increasingly complex and diverse terrorism threats. By empowering BNPT with a strong mandate, it is expected that counterterrorism efforts can be carried out effectively and well-coordinated. Moreover, raising BNPT's institutional status to a ministerial-level agency also indicates that counterterrorism has become one of the government's top priorities in maintaining national security and order. The use of appropriate legal and institutional instruments is crucial in facing terrorism threats. With the existence of Densus 88 Anti-Terror and BNPT, Indonesia is expected to confront terrorism challenges more resiliently and preserve national stability and security. Collaboration among all relevant parties, including civil society, educational institutions, and the private sector, is also vital in creating a safe and peaceful environment for all Indonesian citizens.

In facing the development of strategic environmental conditions, having the right strategy is essential. Strategy serves as a guide and set of actions to address the challenges and opportunities in the future. While the future cannot be precisely predicted, studying and

anticipating strategic environmental developments allows for formulating appropriate solutions. According to Arthur F. Lykke (1989), strategy can be implemented using the ends, ways, and means approach in facing the strategic environment to achieve desired goals. The ends, ways, and means approach refers to what needs to be achieved (ends), how to achieve it (ways), and what resources are needed (means). Strategy plays a role as a guide in formulating concrete steps to achieve predetermined objectives. It is not only focused on current plans and actions but also considers changes and dynamics that may occur in the strategic environment in the future. In this context, it is crucial for organizations or entities to develop adaptive and flexible strategies. By doing so, the strategy can adapt to environmental changes and effectively face challenges.

The National Counterterrorism Agency (BNPT) has demonstrated strong commitment in countering terrorism threats in Indonesia. Over the past few years, BNPT has collaborated with all elements of society to implement effective prevention measures through the adoption of the Pentahelix strategy. The Pentahelix strategy integrates five main pillars that are interrelated and mutually supportive, namely the government, civil society, academia, media, and businesses, as described below:

a) Government

The government plays a central role in the efforts to counter radicalism in Indonesia. As the coordinator and policymaker, the government strives to implement comprehensive and integrated strategies through the National Counterterrorism Agency (BNPT). The BNPT is a government institution responsible for coordinating and executing efforts to prevent radicalism and counter terrorism. To achieve its strategic objectives, the government collaborates with various ministries and relevant institutions to formulate and implement effective programs to address the threat of radicalism. This collaboration places the BNPT at the forefront in responding to the ever-changing and increasingly complex issues of radicalism. The BNPT endeavors to identify potential radicalism within various layers of society and develop targeted prevention programs. Through collaboration with relevant ministries and institutions, the BNPT integrates prevention efforts into various sectors, including education, social, economic, and religious spheres (Putri, 2023). Additionally, the BNPT implements counterterrorism policies focused on repressive actions against terrorist groups and networks. These efforts involve monitoring and exposing terrorist cells, investigations, and law enforcement actions against terrorist actors.

The government also focuses on strengthening international cooperation in countering radicalism. The BNPT collaborates with partner countries to exchange intelligence information and best practices in terrorism prevention and counterterrorism efforts. This cooperation is crucial as terrorism threats know no territorial boundaries. Moreover, the government reinforces deradicalization efforts to persuade individuals influenced by radical ideologies to return to a moderate path. Deradicalization programs, based on a multidisciplinary approach, involve the participation of academics, religious institutions, and communities to support the deradicalization process. The government is committed to continually developing and refining strategies to counter radicalism, utilizing the latest technology and expertise, and strengthening cooperation with all elements of society. With a comprehensive and collaborative approach, it is hoped that the threat of radicalism in Indonesia can be effectively and sustainably addressed to preserve national security and stability.



b) Society

Active community participation is a crucial aspect in the efforts to counter radicalism in Indonesia. The National Counterterrorism Agency (BNPT) recognizes the importance of community involvement in identifying and reporting potential radicalism within their surroundings. In this regard, the BNPT conducts various socialization and education programs for the public to increase awareness of the dangers of radicalism. The socialization and education efforts carried out by the BNPT focus on two main aspects. First, enhancing the public's understanding of what radicalism is and how to recognize signs of potential radicalism in their environment. The community is encouraged to be vigilant about suspicious behavioral or attitudinal changes and the potential influence of radicalism on individuals or certain groups. Second, the BNPT also seeks to educate the public about the negative impact of terrorist actions inspired by radical ideology. The public is made aware that terrorism can cause significant physical and psychological harm and have a destructive impact on social order and coexistence. This aims to make the community more aware of their role in maintaining security and order in their residential areas and surroundings.

Moreover, the BNPT also encourages active community participation in providing relevant intelligence information to security authorities. Community involvement in reporting potential radicalism is significant for authorities to take more effective preventive measures. The BNPT collaborates with various stakeholders, including community leaders, religious figures, social institutions, and local communities, to strengthen community participation. Education and training also play an essential part in the BNPT's efforts to enhance the community's skills in facing radicalism issues. Active community participation in preventing radicalism is expected to create a synergistic effect with other measures undertaken by the government and related institutions. With high community involvement and awareness, it is expected that the potential of radicalism can be effectively suppressed, and Indonesia's security and order can be better maintained (BNPT, 2022).

c) Academia

The role of academia is one of the crucial elements in supporting prevention and counterterrorism efforts against radicalism in Indonesia. The presence of academics with expertise and abilities to conduct in-depth research and understanding of radicalism is significant in formulating smarter and more efficient prevention strategies. Academics play a central role in uncovering and analyzing the root causes of radicalism more profoundly. Through a scientific approach, they can identify the driving factors and causes of radicalism in society. Research conducted by academics provides a more holistic understanding of radicalism phenomena, including the social, economic, cultural, and political factors contributing to the development of radical movements. Moreover, the role of academics is also relevant in analyzing the ideologies and narratives used by radical groups to recruit members and spread propaganda. By understanding radical thoughts and ideologies, academics can help develop counter-narratives or more positive and moderate narratives to counter the propaganda that infiltrates society. Besides research, academics also play a role in providing education and training to various segments, including educators, students, religious figures, and the general public (Huda, Haryanto, & Haryanto, 2018).

Through this approach, understanding of radicalism can be informed and socialized to various layers of society, making them more sensitive to potential radicalism threats and actively participating in prevention. The role of academics is not limited to research and education; it also involves participation in inter-agency and related stakeholder collaborations. Collaboration between academics and the government, the National Counterterrorism Agency (BNPT), community leaders, and local communities is a strategic step in creating synergy in counter-radicalism efforts. The government can utilize findings and recommendations from academic research as a reference in formulating more effective and targeted policies in facing radicalism. The synergy between academics and authorities in translating academic knowledge and insights into concrete actions will be very beneficial in achieving common goals in countering the threat of radicalism in Indonesia.

#### d) Media

The role of media is significant in the prevention and counterterrorism efforts against radicalism in Indonesia. As an information bridge between the government and the public, media plays a strategic role in delivering accurate and responsible information about radicalism issues to the public. The National Counterterrorism Agency (BNPT) works closely with media in conveying important messages related to radicalism (Wibowo & Hadiningrat, 2022). Media is an effective tool for disseminating information to the general public, enabling a more widespread socialization and understanding of the threat of radicalism. In cooperation with the media, the BNPT also strives to educate the public about the dangers of radicalism and the importance of religious moderation. Media can be an effective means to raise awareness of the dangers of radical teachings and the efforts that can be made to prevent their spread.

The accuracy and responsibility of reporting on radicalism are the main focus of BNPT's collaboration with the media. Information presented by the media must be based on valid facts and data to avoid misconceptions or panic among the public. Therefore, the BNPT seeks to provide accurate data and information to the media to make their messages more effective and trustworthy to the public. Additionally, media also play a role in disseminating religious moderation narratives. By presenting balanced news and promoting moderate voices, media can help counter the propaganda and extreme narratives often advocated by radical groups. This can help reinforce the public's awareness of the importance of maintaining religious harmony and tolerance. The use of social media is also crucial in handling radicalism. Social media can serve as a vast platform for disseminating radical ideologies, but at the same time, it can be used as a tool to provide education and counter extreme propaganda. The BNPT collaborates with social media platforms to monitor and control content that poses threats and endangers national security.

#### e) Business

The role of the business sector is crucial in supporting efforts to counter radicalism in Indonesia. Cooperation between the government and the business sector is essential in seeking funding and other resources needed to address the threat of radicalism. In supporting prevention and counterterrorism efforts, the business sector can contribute by providing funds and other resources (Sholeh et al., 2018). Through partnerships with the government and relevant institutions, the business sector can provide financial support to fund various prevention and

counterterrorism programs designed by the National Counterterrorism Agency (BNPT). Additionally, the business sector can play a role in providing training and employment opportunities to the community, particularly for those vulnerable to the influence of radical ideologies.

Job opportunities and training can help prevent radicalization by providing economic opportunities. With stable employment and income sources, people have better alternatives than getting involved in radical actions. The business sector can also play a significant role in shaping social awareness and promoting values of tolerance in society. Through Corporate Social Responsibility (CSR) programs, the business sector can contribute to building interfaith harmony and promoting moderate values. Financial support and concern from the business sector can help strengthen community-based prevention programs against radicalism. Cooperation between the business sector and the government can also foster innovation in countering radicalism. Leveraging the business sector's innovations and technology, prevention efforts can be carried out more effectively and efficiently. For instance, the business sector can provide online platforms or applications aimed at disseminating information on radicalism prevention to a wider audience.

In the context of reducing the potential of radicalism in Indonesia, Arthur F. Lykke's strategy theory is related to three crucial elements of strategy, namely ways, means, and ends. In this case, these three indicators can be linked to the pentahelix approach involving various stakeholders, namely:

- a) Ends: The goal of the strategy to counter radicalism is to create a safe and stable environment with a decreasing potential of radicalism. Understanding this goal serves as the foundation for formulating appropriate and sustainable countermeasures.
- b) Means: Means, in this context, encompass all resources and tools used to achieve the goal of countering radicalism. These means include financial support, technology, human resources, and collaboration with various stakeholders. Through the pentahelix approach, various institutions and organizations are involved in providing the necessary resources for countering radicalism.
- c) Ways: Ways include concrete steps taken to achieve the goal of countering radicalism. In the context of the pentahelix, this involves cooperation between the National Counterterrorism Agency (BNPT) as the coordinator, relevant ministries/institutions, the community, media, and the business sector. Each stakeholder has its own role and responsibilities in implementing prevention and counterterrorism programs.

Through the pentahelix approach involving various stakeholders, the strategy to counter radicalism can become more holistic and effective. The National Counterterrorism Agency (BNPT) plays the role of coordinator in formulating and implementing prevention programs, while relevant ministries/institutions provide financial support and other resources. The community, media, and business sector act as partners in disseminating information on radicalism prevention, providing training, and creating job opportunities to prevent radicalization through economic opportunities. By combining an understanding of the goals, means, and ways in the context of the strategy to counter radicalism, Indonesia can face the challenges of radicalism more effectively and achieve a safer and more stable environment. Through collaboration and synergy among various stakeholders, it is hoped that the potential for radicalism can be continuously suppressed, and national security can be well-maintained.



## CONCLUSION

Radicalism that claims to represent Islam in Indonesia is influenced by socio-historical factors, as well as political, economic, social, and cultural situations that are exploited by terrorist groups to manipulate Muslims globally. Various crimes based on radicalism and terrorism have shaken Indonesia and disrupted the security and comfort of its people, especially since the reform era. The main factors leading to the emergence of radicalism include a lack of accurate religious understanding, dogmatic and narrow religious interpretations, and strict prohibitions imposed on the Muslim community. Furthermore, insufficient knowledge of history and sociology also play a role in the emergence of radicalism. The phenomenon of radicalism can also become a dangerous cycle if not handled wisely and may arise as a response to other forms of radicalism. Resistance against social, economic, legal, and political injustices within society can also trigger radicalism. Efforts to maintain Indonesia's national security must be adapted to existing dynamics. The government has taken various measures in counterterrorism, such as establishing the National Counterterrorism Agency (BNPT) and Densus 88 Anti-Terror. The use of appropriate legal and institutional instruments is crucial in confronting terrorist threats. The pentahelix approach involving the government, society, academia, media, and the business sector is key in creating a safe environment free from terrorism threats. Collaboration between all relevant parties is expected to achieve common goals in addressing the threat of radicalism in Indonesia. Through the synergy of the Pentahelix Integration model, it is hoped that harmonious cooperation can be established between the government, private sector, media, academia, and society in facing various non-military threats.

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