

Pentahelix Strategy in Countering Terrorism Based on Community Empowerment

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ABSTRACT

This study aims to discuss the pentahelix strategy in countering terrorism and its implementation in community empowerment programs in West Nusa Tenggara. This research includes field research. This research seeks to explore data on the pentahelix strategy in countering terrorism based on community empowerment in West Nusa Tenggara, including Penatoi Village, Bima City, Kananga Village, Bima Regency and O'o Village, Dompu Regency. This research approach uses a qualitative approach and uses triangulation analysis.

This study examines the policies of the Indonesian National Counterterrorism Agency as the leading sector in synergizing pentahelix stakeholders, namely: (1) the central and local governments; (2) civil society participation; (3) academic involvement; (4) the business sector; and (5) the contribution of mass media in countering terrorism. The successful implementation of the pentahelix strategy in countering terrorism through community empowerment in West Nusa Tenggara includes: (1) building trust and commitment in counterterrorism efforts; (2) fostering collaboration to enhance community prosperity; (3) developing change agents; and (4) establishing harmony village branding.

Keywords: Pentahelix Strategy, Counter-Terrorism, and Community Empowerment.

A. Introduction

This research paper discusses the *pentahelix* strategy in countering terrorism and its implementation in community empowerment programs in West Nusa Tenggara. This research includes field research. This study seeks to explore data on *pentahelix* strategies in countering terrorism based on community empowerment in West Nusa Tenggara, including Penatoi Village, Bima City, Kananga Village, Bima Regency and O'o Village, Dompu Regency. This research approach uses a qualitative approach and uses triangulation analysis.

The discourse of ideological discourse and its movements is inseparable from the *perspective* in interpreting it. According to Prof. Mahfud MD, ideology is a science (*logos*) about ideas, concepts, and ideals (*eidot, ideas*), which are fixed ideals that must be achieved. Then there is the concept of *pentahelix*, or multi-stakeholder, where elements of the government, academics, agencies or business actors, society or community, and the media unite to coordinate and commit to jointly tackling radical-

terrorism acts in Indonesia. Acts of terrorism are a form of *extraordinary crime* and include crimes against humanity (*against humanity*), as well as transnational crimes (borderless), so they require handling and countermeasures in extraordinary ways (*extraordinary measures*).

The concept of *pentahelix*, or multi-stakeholder, which includes elements of the government, academics, agencies or business actors, the community or community, and the media unite-coordinate, synergize and are committed to jointly tackling radical-terrorism acts in Indonesia.

Therefore, efforts to strengthen and resilient as well as empower the community to find partnership patterns with the pentahelix strategy model can make a significant contribution to efforts to counter radical-terrorism acts in Indonesia. Through the partnership pattern, it is hoped that it can realize *the sustainable development goals* (SDGs) in realizing the sovereign and dignified ideals of the *founding fathers* of this nation for the sake of the establishment of the Republic of Indonesia.¹

Pentahelix is a mitigation effort² in collective prevention

¹ Revitalizing Partnerships in this global era for sustainable development in increasing economic growth. Read Agus Sutopo, Dian Fitriana Arhati, and Utari Azlika Rahmi, *Study of Sustainable Development*

Goals (SDGs) Indicators, (Jakarta: Central Statistics Agency, 2014), p. 118.

² The word Mitigation in the Online Indonesian Dictionary (KBBI) means: the act of reducing the impact of a disaster and reducing its

against terrorism ideology is very important as a form of synergy in building the spirit of collaboration.³ The existence of BNPT RI institutionally carries out prevention efforts with its various programs in countering terrorism. Through collaboration, it is hoped that the terrorism virus will not develop properly. Because with the prevention pillar program, the coordination pillar, and the pillar of domestic and international cooperation, it can overcome the seedbed of viruses that attack the minds and hearts of the Indonesian people who have the potential to be exposed to terrorism.⁴

Pentahelix revitalization is an effort to build community strength by encouraging, motivating and raising awareness of its potential and striving to develop and preserve it. This empowerment effort is in order to increase the dignity of community life in the midst of poverty and underdevelopment, so that they will be able to rise and be independent with all their potential.⁵

Through the partnership pattern between *pentahelix components*, it is hoped that it can realize *sustainable development goals (SDGs)* in realizing the sovereign and dignified ideals of the *founding fathers* of this nation for the sake of the establishment of the Republic of Indonesia.⁶ Therefore, the researcher in the discussion in this chapter will examine more deeply about the conceptualization of *pentahelix* strategies, terrorism and community empowerment. Furthermore, a discussion about the history of *pentahelix*, partnerships and synergy of *pentahelix* and its relation to community empowerment.

In this research, the researcher used a qualitative descriptive method aimed at describing and understanding

the Pentahelix Strategy in Combating Community-Based Terrorism. Strengthening intelligence and law enforcement is the backbone of terrorism prevention in Indonesia. Institutions such as BIN, Polri, BNPT, and Densus 88 have played a key role in preventing terrorist attacks through information gathering and analysis. The use of advanced technologies such as artificial intelligence (AI) and big data in digital surveillance has improved the government's ability to detect terrorist threats earlier.⁷ Primary and secondary data sources also come from various related parties, including data owned by BNPT.⁸ To support the interviews conducted by the researchers, this study also used various other relevant secondary data sources to support the analysis.

B. Destruction

The crime of terrorism is an *extraordinary crime*,⁹ so it needs to be dealt with by *extraordinary measures*. Terrorism is a form of crime against humanity (*against humanity*)¹⁰ and cross-border crime (*borderless*).¹¹ After the enactment of Law Number 5 of 2018 amending Law Number 15 of 2003 concerning the eradication of terrorism crimes, terrorism is defined as an act that uses violence or threats of violence that creates an atmosphere of terror or widespread fear, which can cause mass casualties, and or cause damage or destruction to strategic vital objects, environment, public

roughness or fertility. see on the KBBI Online website: <https://kbbi.kemdikbud.go.id/entri/mitigasi>, accessed on March 22, 2023. Mitigation is a series of efforts to prevent disaster risk by carrying out preparedness, awareness, and countermeasures planning. See also <https://www.detik.com/bali/berita/d-6572590/mengenal-mitigasi-adalah-jenis-proses-dan-contohnya>. accessed on March 22, 2023.

³ Syaifullah & Susan Fitriaisai, "Revitalization of Pancasila: An Urgent Need", *Journal of the Assembly: Constitutional Aspiration Media*, Edition 05, August 2020, p. 79-84.

⁴ Boy Rafli Amar, *Vaccine to Prevent Terrorism Ideology*, (Jakarta: Balai Pustaka, 2023), p. 116.

⁵ Jan Wouters, Alberto Nino, Teresa Doherty, & Hassane Cisse, *Improving Delivery in Development: The Role of Voice, Social Contract, and Accountability*, The World Bank Legal Review, Volume 6, World Bank Publications, 205, p. 46-47.

⁶ The revitalization of partners in this global era for sustainable development is an effort made by developing countries and poor countries to remove tariffs on 3 (three) sectors, namely agriculture, textiles and clothing and help increase economic growth. Read Agus Sutopo, Dian Fitriana Arhati, and Utari Azlika Rahmi, *Study of Sustainable Development Goals (SDGs) Indicators*, (Jakarta: Central Statistics Agency, 2014), p. 118.

⁷ Bimantara, A., & Supriyadi, A. A. (2024). Counterterrorism prevention concept to support government policy in Indonesia. *Green Governance: Exploring Politics, Social Justice, and the Environment*, 1(2), p. 89-102.

⁸ Yudha, E. M., Widodo, P., & Sutanto, R. (2025). Strategi Badan Nasional Penanggulangan Terorisme (BNPT) Indonesia Dalam Menghadapi Ancaman Paham Radikal. *AURELIA: Jurnal Penelitian dan Pengabdian Masyarakat Indonesia*, 4(2), p. 2382

⁹ The concept of the most serious crime is in the Rome Statute and is tailored to the priority of the political, legal and social interests of a country.

The threshold of the concept of categorization of extraordinary crimes is not solely based on the categorization of the most serious crimes but other reasons such as urgency, development of crime, ratification of international conventions and the public interest. The concept of extraordinary crime does not have a standard categorization to accommodate the country's criminal policy priorities. However, it has an impact on the effectiveness of criminal policies. See Vidya Prahassacitta, "The Concept of Extraordinary Crime in Indonesia Legal System: Is The Concept an Effective Criminal Policy?," *Journal of Humanities*, Volume 7, Number 4, October 2017, p. 519. See also Achmad Irwan Hamzani, Kus Rizkianto, Tiya Vika Widyastuti, Havis Aravik, Nur Rohim Yunus, "Law Enforcement of Terrorism Criminal Performers in Indonesia", *Journal of Xi'an University of Architecture & Technology*, Volume XII, Issue III, 2020, p. 5449.

¹⁰ Aulias Rosa Nasution, "Act of Terrorism as a Crime Againsts Humanity in The Aspect of Law and Human Rights, Advance in Social Science", *Education and Humanities Research*, Volume 136, 2nd International Conference on Social and Political Development (ICOSOP), 2017, p. 346-348.

¹¹ Organization of the Islamic Conference (OIC), Kuala Lumpur Declaration on International Terrorism, April 3, 2002, lihat juga Sigit Karyadi and Faisal Santiago, "Extraordinary Crime's Prevention: A Positive Legal Study and Social Humanities Approach, Advance in Social Science, *Education and Humanities Research*, Volume 605, 2nd International Conference on Business Law and Local Wisdom in Tourism (ICBLT), 2021, h. 1. Lihat juga Sugianto dan Ahmad Rofii, "Prevention of Radicalism and Terrorism in Indonesia Through Law Enforcement in Terrorism Law, *Central European Journal of International and Security Studies*, Volume 12, Number 4, 2018, p. 16-34. Baca juga Irfan Idris, *Membumikan Deradikalisasi: Soft Approach Model Pembinaan Terorisme dari Hulu ke Hilir Secara Berkesinambungan*, (Jakarta: Daulat Press, 2017), h. 68.

facilities, or international facilities with ideological, political and security disturbance motives.¹²

Pentahelix is a mitigation effort¹³ in collective prevention against terrorism ideology is very important as a form of synergy in building the spirit of collaboration.¹⁴ The existence of BNPT RI institutionally carries out prevention efforts with its various programs in countering terrorism. Through collaboration, it is hoped that the terrorism virus will not develop properly. Because with the prevention pillar program, the coordination pillar, and the pillar of domestic and international cooperation, it can overcome the seedbed of viruses that attack the minds and hearts of the Indonesian people who have the potential to be exposed to terrorism.¹⁵

Through the partnership pattern between *pentahelix components*, it is hoped that it can realize *sustainable development goals (SDGs)* in realizing the sovereign and dignified ideals of the *founding fathers* of this nation for the sake of the establishment of the Republic of Indonesia.¹⁶ Therefore, the researcher in the discussion in this chapter will examine more deeply about the conceptualization of *pentahelix* strategies, terrorism and community empowerment. Furthermore, a discussion about the history of *pentahelix*, partnerships and synergy of *pentahelix* and its relation to community empowerment.

The concept of strategy comes from the Greek word *strategeia* or often referred to from the word *stratos* which means military. In the initial context, strategy was interpreted as *a general shift*¹⁷ or something done by generals in making plans to conquer the enemy and win in war.¹⁸ In other literature the term is *strategos*,¹⁹ which means General. So, this word literally means *Art* and *General*. This word is the main form of attention in the top

management of an organization. In particular, the meaning of strategy is the placement of the mission of an institution or organization, the setting of organizational goals by binding external and internal forces, the formulation of certain policies and strategies to achieve the goals and ensure their implementation accurately and precisely. So that the main goals and objectives of an organization will be realized optimally.²⁰

According to the Great Dictionary of the Indonesian Language (KBBI), the word strategy means art or science that uses resources to carry out certain activities.²¹ Whereas, according to the term, strategy is a process of determining a unified, comprehensive and integrated plan that attributes the advantages of a company's strategy to environmental challenges and is designed to ensure that key objectives can be achieved through proper implementation by the company.²²

According to Buzzel and Gale, strategy is a policy and decision that is the main key used for the management of an organization that has a great and significant impact on the performance of the organization. Policies and decisions are made by involving resources that are important and cannot be easily replaced.²³ Meanwhile, according to Michael Porter, strategy is a collection of actions that deliver attractive value, full of business approaches to satisfactory results.²⁴

According to Griffin, *strategy is a comprehensive plan for accomplishing an organization's goals*.²⁵ In other literature, it is explained that strategy is a comprehensive plan in order to achieve organizational goals. Strategies are needed not only to obtain social and managerial processes but by involving individuals or groups to obtain what is needed

¹² Undang-undang Nomor 5 Tahun 2018 tentang Pemberantasan Tindak Pidana Terorisme. Baca juga Amy bahwa "the use of the term "extremism" in place of "terrorism" will not be sufficient to solve the problem posed by the indiscriminate use of terms such as "terrorism", baca Amy Zalman, "Countering Violent Extremism: Beyond Words", *Policy Paper 5*, The East West Institute, 2008, p. 17-18.

¹³ The word Mitigation in the Online Indonesian Dictionary (KBBI) means: the act of reducing the impact of a disaster and reducing its roughness or fertility. see on the KBBI Online website: <https://kbbi.kemdikbud.go.id/entri/mitigasi>, accessed on March 22, 2023. Mitigation is a series of efforts to prevent disaster risk by carrying out preparedness, awareness, and countermeasures planning. See also <https://www.detik.com/bali/berita/d-6572590/mengenal-mitigasi-adalah-jenis-proses-dan-contohnya>. accessed on March 22, 2023.

¹⁴ Syaifullah & Susan Fitriaisai, "Revitalization of Pancasila: An Urgent Need", *Journal of the Assembly: Constitutional Aspiration Media*, Edition 05, August 2020, p. 79-84.

¹⁵ Boy Rafli Amar, *Vaccine to Prevent Terrorism Ideology*, (Jakarta: Balai Pustaka, 2023), p. 116.

¹⁶ The revitalization of partners in this global era for sustainable development is an effort made by developing countries and poor countries to remove tariffs on 3 (three) sectors, namely agriculture, textiles and clothing and help increase economic growth. Read Agus Sutopo, Dian Fitriana Arhati, and Utari Azlika Rahmi, *Study of Sustainable Development Goals (SDGs) Indicators*, (Jakarta: Central Statistics Agency, 2014), p. 118.

¹⁷ In the context of general *shift management* is the responsibility of an organizational leader to provide opportunities for his employees to do their jobs better and realistically, read Muhammad Hassaan Khan, "Shift Management is Oil and Gas Field Workers", *Electronic Research Journal*

of Social Science and Humanities, Volume 2, Issue II, p. 67.

¹⁸ Troton P. B., *Marketing Strategies to Increase Market Share and Competitiveness*, (Yogyakarta: Tugu Publisher, 2008), p. 12.

¹⁹ In other literature, the word *strategos* means a means used to achieve a goal. Apart from being a planning and management effort, strategy is not only about achieving goals, but also about operational activities to achieve these goals, read Effendy, *Communication Science Theory and Practice*, (bandung: PT. Remaja Rosdakarya, 2007), p. 32.

²⁰ Muhammad Syafi'i Antonio, *Sharia Banks from Theory to Practice*, (Jakarta: Gema Insani Press, 2001), p. 153-157.

²¹ Ministry of Education and Culture of the Republic of Indonesia, *Great Dictionary of Indonesian*, (Jakarta: Balai Pustaka, 1997), p. 199.

²² George A. Stainer, *Management Policy and Strategy*, (Jakarta: PT. Gelora Aksara Pratama, 1997), p. 41. According to Erinie Tisnawati and Griffin (2000), strategy is a comprehensive plan to achieve organizational goals. (*A strategy is a comprehensive plan for accomplishing an organization's goals*). Not only to achieve, but the strategy is also intended to maintain the sustainability of the organization in the environment in which the organization carries out its activities (Erinie Tisnawati Sule and Kurniawan Saefullah, *Introduction to Management*, (Jakarta: Kencana, 2005), p. 132)

²³ Agustinus Sri Wahyudi, *Strategic Management*, (Jakarta: Binarupa Akasara, 1996), p. 19.

²⁴ Michael E. Porter, What is Strategy?, *The Harvard Business Review on Point*, Number 4134, p. 64.

²⁵ Jill Griffin and Michael W. Lowenstein, *Customer WinBack: How to Recapture Lost Customers and Keep Them Loyal*, (San Francisco: A Wiley Company, 2001), p. 201. See also Pandji Anoraga, *Business Management*, (Jakarta: Rineka Cipta, 2009), p. 339.

and desired by creating and exchanging products and values with other parties.²⁶

According to Philip Kotler, strategy is the most significant factor in achieving the goals of an organization or company, the success of a business depends on the ability of the leader to be able to formulate the strategy used. The strategy of an organization depends a lot on the organization's goals, circumstances and existing environment. Strategy is a comprehensive effort to achieve goals and leads to the development of a detailed marketing plan.²⁷

According to Gerald Michaelson, a strategy is a plan that will be implemented by doing various fixed things.²⁸ Meanwhile, according to Siagian, strategy is a series of fundamental decisions and actions made by top management and implemented by all ranks or organizations in order to achieve the organization's goals.²⁹

The Islamic teachings on strategy brought by the Prophet Saw have been implemented business strategies with universal principles and are not limited by space and time. This is a necessity for entrepreneurs and other professions to apply the principles that have been exemplified by the Prophet Saw.³⁰

Furthermore, in Islam, strategies in countering radicalism and terrorism have been explained in the Qur'an by creating guidance to understand the meek nature of the Qur'an, understand the urgency of peace, understand the existence of *pluralism*, understand the verses of war (*qital*) and proportional jihad³¹, and understand the importance of deliberation. Among the verses of the Qur'an give demands in the strategy of dealing with this problem are in Surah Ali Imran verse 104:

It's a matter of fact that it's a matter of time that's not a matter of fact that it's a matter of time

Call (people) to the way of your Lord with wisdom and good teaching and argue with them in a better way. Indeed, your Lord is the One who knows best who strays from His path, and He knows best who is guided. (Q.S. An-Nahl: 125)

The word *bil-hikmah*, in the opinion of Quraish Shihab, means the most important of all things, both knowledge and deeds. He is knowledge or action that is free from error or

error. *Wisdom* is also defined as something that, when used, will bring greater or greater benefits and convenience.³²

According to Hamka, the word *bil-hikmah* is interpreted by people with philosophy. Though he is the finer core of philosophy. Philosophy can only be understood by those who have trained their minds and have a high opinion of logic. However, *wisdom* can attract people who have not advanced their intelligence and cannot be denied by smarter people. Wisdom is not only with words, but also with actions and attitudes in life.³³

This verse contains the understanding that the efforts made are coaching activities with planning, organizing and controlling efforts. Allah SWT commands the Muslim community and other ummah about the importance of community development. Because in coaching there are elements of goals, materials, processes, methods, reforms, and coaching actions. In addition, to carry out coaching activities, planning, organizing and control are required. Because Allah SWT has commanded Muslims about the importance of community development, as in His words as follows:

.It's a matter of fact that it's a matter of time

It is not appropriate for the believers to go all (to the battlefield). Why did some of the groups of them not go (live with the Messenger of Allah) to deepen their religious knowledge and warn their people, when they returned, so that they could take care of themselves? (Q.S Al-Taubah: 122)

The meaning contained in Surah at-Taubah is that Allah SWT commands not to fight war as a whole, but to teach knowledge or nurture and cadre a new generation. Guidance for people who do not participate in the war and provide understanding with science.³⁴ Sociologically, this verse also contains the principle of social division of labor within the Muslim community. Not all members of society are directed toward the same function, but each performs a role according to collective needs: some maintain physical security, while others maintain the intellectual and spiritual sustainability of the community. This pattern confirms that social stability is not only supported by coercive power, but also by epistemic and moral power built through continuous

²⁶ Anita Cassidy, *A Practice Guide to Information System Strategic Planning*, 2nd Edition, (New York: Aurebach Publications, 2006), p. 1. See also Setyo Sordrajat, *Marketing Management of Bank Services*, (Jakarta: Ikral Mandiri Abadi, 1994), p. 17.

²⁷ Philip Kotler and Kevin Lane Keller, *Marketing Management*, 14th ed, (New Jersey: Prentice Hall, 2012), p. 8.

²⁸ Gerald A. Michaelson, *Sun Tzu Art of War Managers: 50 Strategic Rulers*, (USA: Adam's Media Corporation, 2001), p. 15. Read also Gerald A. Michaelson and Steven W. Michaelson, *Sun Tzu Sales Business Strategy*, (Batam: Karisma Publishing Group, 2004), p. 8.

²⁹ Nanang Nuryanta, "The Implementation of Strategic Management on Competitive Advantage in Islamic University of Indonesia (UII) Yogyakarta," *Indonesian Journal of Interdisciplinary Islamic Studies (IJIS)*, Volume 2, No. 1, 2018, pp. 1-30. Read also Sondong P. Siagian, *Management*, (Jakarta: Bumi Aksara, 1995), p. 15.

³⁰ Didin Hafidhuddin and Hendri Tanjung, *Sharia Management in*

Products, (Jakarta: Gema Insani Press, 2003), p. 57. Read also Muhammad Ismail Yusanto, *Initiating Islamic Business*, (Jakarta: Gema Insani Press, 2002), p. i.

³¹ According to Quraish Shihab, the word *jihad* in the Qur'an is 41 times, which is taken from the word *jahd* which means "tired or difficult" or *jahidah bir-rajul* which means that a person is undergoing a test. Jihad is a test and a test of one's quality. Read M. Quraish Shihab, *Insight of the Qur'an: Tafsir Maudhui on the Various Questions of the Ummah*, (Bandung: Mizan, 1996), p. 501.

³² M. Quraish Shihab, *Tafsir Al-Misbah*, (Jakarta: Lentera Hati, 2002), Vol. VII, p. 386.

³³ Hamka, *Tafsir Al-Azhar*, (Jakarta: Pustaka Panjimas, 1983), Juz 13 & 14, p. 321.

³⁴ Al-Hafidz Ibn Katsir Ad-Dimasyqi Abi Fida, *Tafsir Al-Qur'an Al-Azhim*, (Beirut: Dar Al-Kutub Al-Ilmiyah, 1991), vol. 3, p. 206.

education.³⁵

Ali bin Talhah said from Ibn Abbas **وَمَا كَانَ الْمُؤْمِنُونَ لِيَنفِرُوا** it is not permissible for Muslims to depart entirely towards the field of jihad and leave the Prophet PBUH alone **فَلَوْلَا نَفَرَ مِن كُلِّ فِرْقَةٍ مِّنْهُمْ طَائِفَةٌ** that there should be a group of people who stayed at the headquarters to learn religion and science from the Prophet Saw and take turns to go into the battlefield to provide guidance to the troops who were about to return from the battlefield.³⁶

After conducting in-depth coaching on terrorism perpetrators in the name of Islam, the target approach method is to create commendable attitudes in themselves, so that they can create a peaceful environment and do not disturb public order.³⁷ According to Ali Muhammad in his research, former terrorists believe that human rights are universal. He wants to say that every citizen, including Muslim groups—especially radical groups—should be entitled to certain rights, such as the right to spread the teachings of Islam. However, to the disappointment of the radicals, they are treated as second-class citizens, not only by the government, but also by society in general.³⁸

The use of the *pentahelix* concept was initially used to develop economic theory and business progress consisting of *government, academic, community, business, and media* groups that collaborate in each development program.³⁹ Through the integration of these groups, it is theoretical applicative and relevant for countering terrorism. Furthermore, the theoretical framework is used to integrate community empowerment programs in a reintegrative and resolute manner as well as the resocialization of the BNPT RI program in an effort to combat terrorism in the community.

The term *pentahelix* comes from the *triple helix* theory which has a *strong conceptual integration and interconnection between academicians, business, and government (ABD), which encourages constructive*

*innovative efforts for both economic and scientific development.*⁴⁰ Furthermore, the *concept of triple helix* was developed into a *quadruple helix* by adding *media as the 4th helix.*⁴¹ Then it was developed again into a *pentahelix.*⁴²

Figure 1
Comparison of Triple Helix, Quadra Helix Models dan Pentahelix

Triple Helix	Helix Court	Pentahelix
Government	Government	Government
Business Economics The business world	Business Economics The business world	Business International.
Academy	Academy	Academy
	Non-Governmental Organizations / Civil Society	Non-Governmental Organizations/Civil Society
		Mass (Mass Media)

Source: Retno Sunu Astuti, Hardi Warsono, and Abd. Rachim, *Collaborative Governance in the Perspective of Public Administration*, (Semarang: Undip Press, 2020).

In 1995, Etzkowitz and Leydesdorff designed a working model called *the Triple Helix.*⁴³ In this concept, the party responsible for creating innovation is the industry. Then the party responsible for producing knowledge is the university. Meanwhile, the party that represents the community as a whole, as well as being the binder between industry and the university is the university.

The three work together through a *top-down* approach to create innovations that can improve the economic condition of a country. The focus of innovation is still in the economic sector. Therefore, this model is often referred to as a model that offers the term knowledge economy, which is a condition in which everyone contributes in a socio-

³⁵ Fazlur Rahman, *Islam and Modernity: Transformation of an Intellectual Tradition* (Chicago: University of Chicago Press, 1982), p. 20

³⁶ Al-Hafidz Ibn Katsir Ad-Dimasyqi Abi Fida, *Tafsir Al-Qur'an Al-'Azhim*,..., p. 206.

³⁷ Hamdan Hasan, *Countering Radicalism and Terrorism According to the Qur'an (A Study of the Verses of War in the Tafsir of Ibn Kathir)*, Thesis on the Master of Qur'an Science Study Program and Tafsir Concentration of Tafsir of the Postgraduate Program of the PTIQ Institute, Jakarta, 2019 M/ 1439 H, p. 155.

³⁸ Muhammad, A., & Hiariej, E. (2021). Deradicalization program in Indonesia radicalizing the radicals. *Cogent Social Sciences*, 7(1), 1905219.

³⁹ Sudiana, K., et.al, "The Development and Validation of The Pentahelix Construct", *Business Theory and Practice*, Volume 21, No. 1, p. 136-145.

⁴⁰ Etzkowitz, H., & Leydesdorff L. (1997). Universities and the Global Knowledge Economy: A Triple Helix of University – Industry – Government Relations, (January 2001)

⁴¹ Elias G. Carayannis & David F. J. Cambell, "Triple Helix, Quadruple Helix, and Quintuple Helix, and How to Do Knowledge, Innovation and The Environment Relate to Each Other?", *International Journal of Social Ecology and Sustainable Development*, Volume 1, No. 1, 2012, p. 41-69. Lihat juga Inga Ivanova, "Quadruple Helix System and Symetry: A Step

Toward Helix Innovation System Classification", *Journal of The Knowledge Economy*, 2014, Volume 5, No. 2, p. 357-369. Lihat juga Loet Leydesdorff, "The Triple Helix, Quadruple Helix,...., and An N-Tuple of Helices Explanatory Models for Analyzing The Knowledge Based Economy?", *Journal of The Knowledge Economy*, Volume 3, 2012, p. 25-35.

⁴² Elias Carayannis, David E.G. Cambell, and, Thorsten D. Barth, "The Quintuple Helix, Innovation Model: Global Warming as A Challenge and Driver for Innovation", *Journal of Innovation and Entrepreneurship*, Volume 1, No. 1, p. 2. Lihat juga Fyodorov, M.V., Peshina, E.V., Gredina, O. V., & Avdeev, P. A, "Pentahelix as A Concept of Knowledge Production in Innovative Economy, Upravlenec. Lihat juga Halibas, A.S, Sibayan. Lihat juga Halibas, A. S., Sibayan, R. O., Lyn, R., & Maata, R., "The Pentahelix Model of Innovation in Oman: An HEI Perspective, (MAY), *Interdisciplinary Journal of Information, Knowledge, and Management*, Volume 12, 2017, p. 159-174. Lihat juga Tonkovic, A. M., Vickie, E., & Vickie, V. W., "Application of Pentahelix Model in Economic Development Economy of Eastern Croatia Yesterday, Today, Tomorrow, Volume 4, 2015, p. 385-393.

⁴³ Loet Leydesdorff, "The Triple Helix, Quadruple Helix,...., and An N-Tuple of Helices: Explanatory Models for Analyzing The Knowledge-Based Economy?", *Journal of Knowledge Economics*, Volume 3, No. 1, December 2010, p. 1.

economic, technological and cultural context that is interconnected with knowledge so that in the end it is able to create hybrid results, public or private, codified or not, real or virtual.⁴⁴

The concept of the *triple helix* can be traced back to the Second World War. The Second World War gave birth to the concept of a comprehensive relationship between science (academics), the industrial or trade sector (the business world) and the public sector (government).⁴⁵ Furthermore, the triple helix not only represents an innovation economy model, but also reflects the transformation of the modern social governance paradigm. Science becomes a source of legitimacy for public policy; industry becomes a medium for the distribution of economic benefits; and the state functions as the guardian of stability and development direction. The integration of these three elements results in a simultaneous value production mechanism: scientific value, economic value, and public value.⁴⁶

The *triple helix* that the potential for innovation and economic development lies in the more prominent role of the university or science sector. Industry and government are producing a new institutional and social format in the production, transfer and application of knowledge. The point is that science requires the public sector to support experiments and research. Before the birth of the *pentahelix model*, there was a model that had been developed, namely the *triple helix* model where this model was previously a recommendation in developing the economy, but due to more competitive market competition and aimed at developing companies and exporting to the world market, the latest model was born, namely the *quadra helix* which is a recommendation for the prosperity of the company.⁴⁷

The *quadra helix model* is the result of the development of the *triple helix* model that integrates innovation, knowledge and civil society. There are 4 (four) stakeholders who collaborate in the *quadra helix* model, namely

Business, Government, Academician, and civil society.⁴⁸ In other literature, it is explained that *quadruple helix* is the main pillar that plays a role in encouraging the growth of the creative industry which includes four sectors, namely: *government, business, academia* and *civil society*. The *quadruple helix* concept is a development of *triple helix* by integrating *civil society* and integrating innovation and knowledge.⁴⁹

The conversation around *quadruple helix* is the main pillar that plays a role in encouraging the growth of the creative industry which includes four sectors, namely: *government, business, academia* and *civil society*.⁵⁰ The *quadruple helix* concept is a development of *triple helix* by integrating *civil society* and integrating innovation and knowledge.⁵¹ *Quadruple Helix Innovation Theory* is a collaboration of four sectors, namely: *government, business, academia* and *civil society* which play a role in encouraging the growth of innovation. Creativity and innovation in an organization have an inseparable relationship that will support organized innovation. The role of the *quadruple helix* with its policy stakeholders' components, namely academics, business people, the government and the community, is very important as *stakeholders* in countering terrorism based on community empowerment.⁵²

The four factors in *quadruple helix* should even work together in an integrated manner, so that they can play their respective roles optimally. Collaboration in the field from the four sectors has not been well established, so each is expected to further enhance its role as the main driver of the creative industry. Good cooperation (*collaboration*) among the four *quadruple helix actors* (*intellectual, government, business, and civil society*), the synergy of the four actors is very necessary, so that each is able to play its role in encouraging the growth of the creative industry. The role of the government can be improved through various assistance and coaching that are in accordance with the aspirations and needs of business actors.⁵³

⁴⁴ Ellias G. Carayannis, and David F. J. Cambell, "Mode 3 and Quadruple Helix: Toward A 21st Century Fractal Innovation Ecosystem", *International Journal of Technology Management*, Volume 46, No. 3/4, 2009, p. 201.

⁴⁵ Ellias G. Carayannis, and David F. J. Cambell, "Mode 3 and Quadruple Helix: Toward A 21st Century Fractal Innovation Ecosystem", *International Journal of Technology Management*,..., p. 225.

⁴⁶ Henry Etzkowitz, *The Triple Helix: University-Industry-Government Innovation in Action* (New York: Routledge, 2008), p. 30.

⁴⁷ Anka Tonkovic, Edward Vikie, and Vlado Walter Vickie, "Application of Pentahelix Model in Economic Development, Economy of Eastern Croatia yesterday, Today, Tomorrow, Volume Josip Juraj Strossmayer University of Osijek, Faculty of Economy Croatia, Volume 4, p. 385-303.

⁴⁸ M. Sutapa, "Improving Innovation Capabilities, Competitive Finance and Performance Through the *Quadruple Helix Approach*: A Study on the Creative Industry of the Fashion Sector" *Journal of Technology Management*, Volume 13, No. 3, 2014, p. 304-321.

⁴⁹ Oscar Afonso, Sara Monteiro, and Maria Thompson, "A Growth for The Quadruple Helix Innovation Theory", *Journal of Business Economic and Management*, Volume 13, Issue 4, p. 1-31.

⁵⁰ Hary Sulakson, "Quadruple Helix Synergy: E-Business and Fintech

as a Driving Force for Local Economic Growth 366 Roadblock Implementation of the Role of Quadruple Helix in Efforts to Improve Innovation Capabilities and Competitiveness (Study on the Dairy Industry Based on Local Wisdom in Jember Regency)", Delivered at the 3rd National Seminar on Management and Business of the Management Study Program, Faculty of Economics and Business, University of Jember, 2018, p. 367.

⁵¹ Oscar Afonso, Sara Monteiro, and Maria Thompson, "A Growth for The Quadruple Helix Innovation Theory", *Journal of Business Economic and Management*, Volume 13, Issue 4, p. 1-31.

⁵² Cinzia Colapinto & Colin Porlezza, "Innovation in Creative Industries: From the Quadruple Helix Model to The System Theory", *Journal of The Knowledge Economy*, Volume 3, No. 4, p. 343-353.

⁵³ Prayudi, Kartika Ayu Adhanariswari, Ninik Probosari, "The Quadruple Helix Communication Model in Yogyakarta's Creative City Development", *Jurnal Aspikom*, Volume 5, No. 2, July 2020, p. 296. Read also Hary Sulakson, "Quadruple Helix Synergy: E-Business and Fintech as a Driving Force for Local Economic Growth 366 Roadblock Implementation of the Role of Quadruple Helix in Efforts to Improve Innovation Capabilities and Competitiveness (Study on the Dairy Industry Based on Local Wisdom in Jember Regency)",..., p. 368.

The involvement of academics in higher education as policy makers to produce intelligent, creative and innovative human resources is required to respond to the challenges and changes that exist in society and industry. According to Barney, the competition in the business sector is getting tighter and sharper, so business units that want to continue to exist and win in competition must have a certain *sustainable competitive advantage* and be *valuable, rare, inimitable and without equivalent substitutes* compared to their competitors.⁵⁴

Since then, additional stakeholders have been introduced, namely users, thus creating the concept of a *quadruple helix*. Another theory of the triad partnership is known as the "iron triangle" theory and the "*Advocacy Coalition Framework*" or AFC theory. This *iron triangle* theory is based on Ralph Pulitzer's thought that in the administration of government, there are three very influential forces, namely the legislature, the executive and *interest groups*.⁵⁵

The basic concept of this theory is that the bureaucracy always tries to build its power like any other organization. Meanwhile, the most influential interest groups are business and industry groups that lobby the executive and legislature. *Quadruple helix* is divided into four stakeholder groups. Each has a very valuable contribution. *The quadruple helix* brings the actors closer and brings the conversation to the lowest level of stakeholders. However, the fourth dimension, the user, seems to be treated as consumers rather than true partners for the creation of shared innovations.

C. Analysis

Countering terrorism basically it is a shared responsibility of all components of the nation. As a transnational crime, terrorism is multi-dimensionally complex and carries a high risk of handling. Therefore, BNPT RI unable to carry out the task of countering terrorism itself, BNPT RI as a driving force for synergy countering terrorism in Indonesia needs to gather the support of various parties, especially relevant ministries and institutions, to jointly tackle terrorism in the country from the root of its most basic problems.⁵⁶

Synergy is one of the mediums to synergize the participation of all *stakeholder* in order to present the state in the midst of society.⁵⁷ In overcoming the threat of terrorism in Indonesia, BNPT develop a *grand strategy* which is multi-party (*pentahelix*) which involve elements, including: 1. Government agencies (central and regional); 2. The community (religious leaders, traditional leaders, youth leaders, community leaders, and *civil society*);⁵⁸ 3. Academics (universities, research institutions); 4. media, and; 5. The business world (SOEs, BUMDs, and the private sector).

Competition for world market access and the increasingly rapid globalization process, finally the above model was refined by involving the media and became an additional component in terms of supporting economic development and this model is called the *pentahelix* model. The media is considered an element that is able to bridge every supplier and investor and open up foreign markets. There are five stakeholders involved in developing MSMEs based on the *pentahelix* model, namely business, community, academic, government, and media.⁵⁹

Collaboration between government institutions (internal) in the implementation of problem solving, the government has departments that focus on one sector, but there are also government agencies that handle public services jointly (across sectors) because of the need for involvement between agencies. Collaboration between government agencies and business institutions, much of the literature says that partnerships between government agencies and businesses were first developed before partnerships between government agencies and community institutions. Business institutions are often considered to have better traditions and values of efficiency and innovation than government institutions. The "positive image" owned by businesses is often referred to as the government's consideration for collaborating with business institutions. In addition to being a policy instrument to improve the efficiency and responsiveness of the government, partnerships between the two are often political symbols to show the government's concern for efforts to improve the efficiency of public service delivery.

⁵⁴ Jay Barney, Mike Wright, and David J. Ketchen, Jr., "The Resource-Based View of The Firm: Ten Years After 1991", *Journal of Management*, Volume 27, 2001, p. 627.

⁵⁵ Martin Reynolds, "Breaking the Iron Triangle of Evaluation", *IDS Bulletin*, Volume 46, No. 1, pp. 71-86. Also read: Retno Sunu Astuti, Hardi Warsono, and Abd. Rachim, *Collaborative Governance in the Perspective of Public Administration*, ..., p. 200.

⁵⁶ BNPT Activity Journal 2021 BNPT Raises Counter-Terrorism Capacity as National Power for Creating Indonesia Harmony, h. 78. Lihat juga Rizki Wahyudi and Muhammad Syauqillah, "Strengthening Cooperation among Intelligence Agencies in the Enforcement of Law on Terrorism: The Case of Indonesia", *JISPO Journal of Social and Political Sciences*, 2022, Vol. 12, No. 1: 23-38

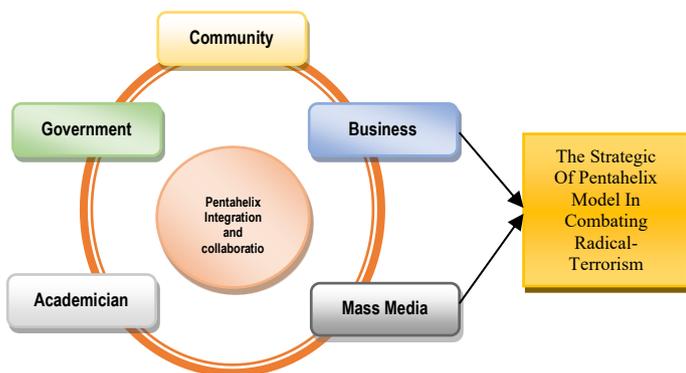
⁵⁷ BNPT Activity Journal 2021 BNPT Raises Counter-Terrorism Capacity as National Power for Creating Indonesia Harmony, h. 78. Lihat juga Eric Rosand, Alistair Millar, and Jason Ipe, *Civil Society and The United Nations Global Counter-Terrorism Strategy: Opportunities and*

Challenges, (USA: Center on Global Counter-Terrorism Cooperation, 2008), p. 6-7

⁵⁸ The strategy pulls them together into a single, coherent, and universally adopted framework by the United Nations Counter-Terrorism Implementation Task Force on Counter-Terrorism Strategy, civil society has contributed with a wide range of stakeholders, including not only states but also civil society, will be needed to implement that framework. See Eric Rosand, Alistair Millar, and Jason Ipe, *Civil Society and The United Nations Global Terrorism-Strategy: Opportunities and Challenges*, ..., p. 8.

⁵⁹ Somariah Fitriani, Ahmad Diponegoro, Sintha Wahjusaputri, "The Synergy Effect of "ABCGM" for Small and Medium Sized Enterprises", *Advances in Economics, Business, and Management Research*, Volume 144, 1019, pp. 40-44. Also read Parmin Ishak and Nur Lazimatul Hilma Sholehah, "The Implementation of the Pentahelix Model in the Development of MSMEs During the Covid-19 Pandemic", *Gorontalo Accounting Journal*, Volume 4, Number 2, October 2021, p. 209.

Pentahelix Model Concept



Source: Imas Soemaryani, "Pentahelix Model to Increase Tourist Visit to Bandung and It's Surrounding Areas Through Huan Resource Development", *Journal Academy of Strategic Management*, Volume 15, Special Issues 3, 2016.

The *pentahelix model* is a neat and continuous collaboration concept of each task *force* in the success of a program or policy that focuses on real contributions and active involvement of five elements, namely: (1) the government (*public sector*); (2) private sector entities; (3) academics (*academic sector*); (4) non-governmental organizations (NGOs); and (5) civil society involvement.⁶⁰ The implementation of government policies will not be successful without the support, assistance, and participation of the community, social groups, and the business world. Collaboration between actors involved in governance is a must so that all programs and activities are in line with expectations.⁶¹

Then the *pentahelix strategy* in preventing or countering terrorism with community involvement which is the foundation of the importance of community involvement is "*communities can defeat terrorism*".⁶²

This is in line with the mandate of Law Number 5 of

2018 and the Decree of the Coordinating Minister for Political and Legal Affairs Number 22 of 2022, and the Amendment to the Decree of the Coordinating Minister for Political and Legal Affairs Number 34 of 2021, that countering terrorism does not only rely on law enforcement (*hard approach*), but also handling and preventing through a *welfare-based* soft approach.⁶³ Furthermore, the government issued Presidential Regulation (Perpres) Number 7 of 2021 concerning the National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism 2020-2024. Article 2 explains that the purpose of the Perpres is to improve the protection of citizens' rights to safety from Violent Extremism Leading to Terrorism, as part of the state's obligation to respect human rights in maintaining national security stability based on Pancasila and the 1945 Constitution of the Republic of Indonesia. In its implementation (article 8), it is left to ministries, agencies, and local governments to work together and involve community participation.⁶⁴

One of the forms of the approach to welfare and community empowerment is to encourage synergy activities between Ministries/Institutions. Synergy activities between Ministries/Institutions were initiated in 2016, and received support from 17 Ministries/Institutions based on the Decree of the Coordinating Minister for Political Affairs Number 77 of 2016. In 2017 there was an addition of 10 Ministries/Institutions to 27 Ministries/Institutions.⁶⁵ Synergy is a whole, strong unity between elements that reinforce each other and cannot be separated. The existence between these elements supports each other so that their unity produces a force of more value or called energy.

This paper discusses the term empowerment in efforts to counter terrorism. The word empowerment comes from the English word *empowerment*, derived from the root word "power", in the Great Dictionary of the Indonesian Language, meaning "ability or "strength", in terms it is a process, way, act of empowerment, in general empowerment is a process of providing power for a community or community group to act to overcome its problems and raise the standard of living and welfare.⁶⁶

⁶⁰ Boy Rafli Amar, *Vaccine to Prevent Terrorism Ideology*, (Jakarta: Balai Pustaka, 2023), p. 116. Likewise, the *Pentahelix* Concept as a model in the development center of the *Flagship* Industry, see Herwan Abdul Muhyi, Arianis Chan, Iwan Sukoco, and Tetty Herawaty, "The Pentahelix Collaboration Model in Developing Centers of Flagship Industry in Bandung City", *Review of Integrative Business and Economics Research*, Volume 6, No. 1, p. 412-417. Read also Viken, "Pentahelix Guidelines", August 2021, see <https://pentahelix.eu/>. Read also Kiki Sudiana, Emi Tisnawati Sule, Imas Soemaryani, Yunizar Yunizar, "The Development and Validation of The Pentahelix Construct", *Journal Business: Theory and Practice*, Volume 21, No. 1, p. 136-145. See also Kiki Sudiana, Emi Tisnawati Sule, Imas Soemaryani, and Yunizar Yunizar, "The Development and Validation of The Pentahelix Construct", *Journal Business: Theory and Practice*, Volume 21, No. 1, 2020, pp. 136-145. See also Adam Lindmark, Markus Nilsson Ross, Ellof Stuesson, *Difficulties of Collaboration for Innovation: A Study in The Oresund Region*, (Sweden: Lund University, 2009), p. 24.

⁶¹ Subagyo, A. (2021). The implementation of the pentahelix model for the terrorism deradicalization program in Indonesia. *Cogent Social*

Sciences, 7(1), 1964720.

⁶² Rachel Briggs, et al. (2006). *Bringing it home: community-based approaches to counter-terrorism*. London: Demos; Basia Spalek dan Robert Lambert (2008). Muslim communities, counter- terrorism and counter-radicalization: a critically reflective approach to engagement. *International Journal of Law, Crime and Justice*, Vol. 36, h. 257-70

⁶³ I Putu Hadi Pradnyana, "Indonesia's Hard Approach and Soft Approach Counter-Terrorism Strategy", *Frequency of International Relations (FITRIAN) Journal*, Volume 4, No. 2, October 2022, pp. 25-26. See also the Presentation of the Head of BNPT, Boy Rafli Amar at the Synergy Awards Event between Ministries/Institutions in the 2022 counter-terrorism program, Jakarta, September 21, 2022

⁶⁴ Moento, P. A., Tjilen, A. P., & Tambaip, B. (2023). Involvement of Stakeholders in De-Radicalization Of Terrorism in Poso District: Pentahelix Model. *Russian Law Journal*, 11(3), p.1190.

⁶⁵ Remarks by the Head of BNPT, Boy Rafli Amar, at the *synergy awards* event between Ministries/Institutions in the 2022 counter-terrorism program, Jakarta, September 21, 2022

⁶⁶ Compiler Team of the Central Language Dictionary, *Kamus Besar*

Community empowerment is a development paradigm that prioritizes participation for the wider community in development, according to Mansour Fakih, that there is a gap between theory according to academics and practice among empowerment or development practitioners who collaborate with marginalized communities, such as workers, farmers, fishermen, abandoned children, and indigenous peoples in various regions.⁶⁷ Because in theory, academics think that empowerment is at the level of objective ideals. Meanwhile, according to development practitioners supported by the political elite or the government and the capitalists, empowerment is influenced by *capitalism* which seeks to take maximum profits and the theory used is the theory of *the vision of capitalism*.

Civil *empowerment* in the context of this study is a form of strategy in efforts to prevent radical-terrorism acts. It is a significant foundation in supporting community collaboration and integration with *pentahelix* policy makers that can prevent and defeat acts of terrorism in the community (*communities can defeat terrorism*).⁶⁸

According to Quraish Shihab, Islam pays great attention to social problems and poverty alleviation efforts. In the Qur'an, it has been explained with the words "feeding and inviting and feeding the poor" or with the words "taking out part of the sustenance that Allah has given", "giving the right of the beggars, poor and abandoned on the way", "paying zakat", and *amaliyah* with property. Thus, for every Muslim who has met the requirements, as stipulated by the Shari'a, he is strongly commanded to fulfill it, not only on the basis of his generosity, but there must be an order from the ruler.⁶⁹

Empowerment programs initiated by BNPT RI in synergy with state institutions and ministries have provided a correct understanding of Islamic religious teachings in accordance with the rules of the Quran and the hadith of the Prophet Muhammad. These empowerment programs are also aimed at eroding the distorted understanding that has been embedded in the minds of inmates, especially those related to the values of truth that underlie the inmates' thinking in determining right and wrong.

According to Cahyoko, when former prisoners complete their sentences, they naturally worry about how they will reintegrate into society, socialize, and avoid becoming

repeat offenders. This issue raises questions for many people, and previous studies have discussed similar topics. In his study, he recommends involving various stakeholders in deradicalization efforts for former terrorist prisoners, and suggested entrepreneurship as a solution, encouraging former prisoners to live independently and engage with the community to help eliminate negative stigma.⁷⁰ Changing the mindset, attitudes, and behavior of former terrorists involves a long and winding process as they return from being terrorists to becoming members of society once again. One such process is to utilize the primordial bonds between these former terrorists and the community. They have relationships with the community, such as parents, siblings, comrades, and neighbors in Indonesian culture and society.⁷¹

Through collaboration, stakeholders are encouraged to jointly address the challenges facing the nation and the state, while reaffirming the commitment of the Indonesian government to tackling terrorism as a common enemy. This commitment is pursued through five "vaccines," which are believed to be effective in reducing the threat posed by the spread of radical ideologies that are intolerant and lead to terrorism. These consist of:⁷²

1. The transformation of national insight is the national transformation vaccine needs to begin with the cultivation of national insight from an early age, namely Pancasila and Bhinneka Tunggal Ika, including instilling a sense of nationalism and love for the homeland. As part of emphasizing our commitment and upholding the values of the nation's struggle, we must uphold the consensus of the nation's founders, as well as the basis for the establishment of the Indonesian nation.⁷³
2. The revitalization of Pancasila values is efforts to make something important and necessary based on the values of Pancasila, namely divine values, human values, unity values, people's values, and justice values that are the guidelines for all aspects of community and state life.⁷⁴
3. The transformation of moderation in religion is the spirit of religious moderation is a strategy to find a common ground and a peaceful path between the two extreme poles in religion. On the one hand, there are some religious extremists who believe in the absolute truth of

Indonesian, (Jakarta: Balai Pustaka, 2005), p. 115. In KBBI online, the word empowerment comes from the word "power", namely the ability to do something or the ability to act, see <https://typoonline.com/kbbi/pemberdayaan>, accessed on May 12, 2023.

⁶⁷ Mansour Fakih, *The Collapse of Development Theory and Globalization*, (Yogyakarta: Insist Press, 2011), p. 1.

⁶⁸ Rachel Briggs, Catherine Fieschi, and Hannah Lowsbrough, *Bringing at Home: Community Based Approaches to Counter Terrorism*, (London: Demos, 2006), p. 83. Baca juga Basia Spalek and Robert Lambert, "Muslim Communities: Counter Terrorism and Counter Radicalization: A Critically Reflective Approach to Engagement", *International Journal of Law, Criminal and Justice*, Volume 36, p. 257.

⁶⁹ M. Quraish Shihab, *Tafsir al-Misbah: Message, Impression, and Harmony of the Qur'an*, Vol. 5, (Jakarta: Lentera Hati, 2005), p. 323.

⁷⁰ Tando, C. E., Biafri, V. S., & Aulia, Q. (2025). Community Empowerment Governance for Ex-Terrorists: Deradicalization Efforts

Through Social Capital. *Jurnal Borneo Administrator*, 21(2), p. 155.

⁷¹ Mubaraq, Z., Arifin, S., Abdullah, I., Jubba, H., & Indiyanto, A. (2022). Return of the Lost Son: Disengagement and social reintegration of former terrorists in Indonesia. *Cogent Social Sciences*, 8(1), p. 10.

⁷² Boy Rafli Amar, *Vaccine to Prevent Terrorism Ideology*, ..., p. 160-181.

⁷³ Ekaterina Stepanova, *Terrorism in Asymmetrical Conflict Ideological and Structural Aspects*, (Sweden: The Stockholm International Peace Research Institute, 2007), p. 161. Baca juga Boy Rafli Amar, *Vaksin Pencegah Ideologi Terorisme*, ..., h. 158-159.

⁷⁴ Andi Mappiae. AT, Nurhidayah, Muslihati, and Lutfi Fauzan, "Revitalization of the Ideal Value of Archipelago's Culture Through KIPAS Model Counseling", *Advances in Social Science: Education and Humanities Research*, Volume 508, p. 167-168. Read also Boy Rafli Amar, *Vaccine to Prevent Terrorism Ideology*, ..., p. 163-164.

one interpretation of religious texts and consider other interpreters to be heretical.⁷⁵

4. The transformation of the nation's cultural roots, namely the strengthening of values, customs and culture, is a form of transformation of the national spirit in preventing radicalism and terrorism.⁷⁶
5. Welfare development transformation is a countermeasure based on the transformation of welfare development is carried out by prioritizing physical and non-physical development. Non-physical programs include deradicalization, counter-radicalization that aims to prevent these ideas from developing.⁷⁷

Empowerment carried out by BNPT in the development of social welfare with the strength of government and community elements. *Grand Strategy Pentahelix* or multi-parties, namely the government, academics, the community, the media, the business world in the context of welfare development. Because if the community is prosperous, the chances of them becoming terrorists are small.⁷⁸ To collaborate together to face all the problems of the nation and state, while affirming the commitment of the Indonesian government in tackling terrorism as a common enemy through community empowerment programs.

The results of this study are a deepening of the study on the development of policies and/or regulations for countering acts of terrorism based on community empowerment using *the pentahelix* strategy. Based on Law Number 5 of 2018, the National Counterterrorism Agency of the Republic of Indonesia as the *leading sector*, seeks synergistically and collaboratively by collaborating with multi-parties, involve the five pentahelix stakeholders, namely: (1) the central and regional governments; (2) civil society participation; (3) academic involvement; (4) the business sector; and (5) the contribution of the mass media in countering terrorism. So that it is able to narrow the space for group movement and understanding terrorism. The success and impact of implementing the pentahelix strategy in countering terrorism through community empowerment in West Nusa Tenggara include: (1) gaining trust and commitment to synergize in counterterrorism efforts; (2) working collaboratively to promote shared welfare; (3) developing change agents; and (4) establishing branding toward a harmonious village.

D. Conclusions

This research shows that the pentahelix approach does not merely present a scheme for coordination among actors,

but represents a new way of understanding terrorism prevention as a layered, long-term social process. When the government, academics, the business world, civil society, and the media work in equal and complementary relationships, counterterrorism efforts no longer stop at security logic, but move towards strengthening community capacity, social learning, and the creation of a healthier public space.

The dynamics of the implementation of community empowerment programs in countering terrorism in West Nusa Tenggara are carried out in synergy between 46 Ministries/Institutions with local governments, academics, business actors, community *development*, and media, both electronic and print. In line with the spirit of implementing the *Pentahelix strategy* implemented by BNPT RI, namely multi-stakeholder cooperation and collaboration in achieving institutional goals, especially in terms of countering radical-terrorism, including community empowerment-based activities are carried out in the following areas: (1) community empowerment in the field of village governance; (2) community empowerment in the institutional sector; (3) community empowerment in the economic sector; (4) community empowerment in the field of technology; (5) community empowerment in the health sector; and (6) community empowerment in the field of education.

The implementation of the *pentahelix strategy* in countering terrorism in Indonesia is reflected in the application of a strategic partnership model for community empowerment through various programs and activities that support efforts to prevent and counter radical terrorism at the community level. These programs include: (a) coordination among government agencies at both the central and regional levels to prevent and counter the spread of terrorist ideologies within communities; (b) empowering civil society actors, including religious organizations, religious leaders, traditional leaders, and youth groups; (c) the involvement of academic intellectuals; (d) engagement of the business sector in countering radical terrorism; and (e) the contribution of mass media to joint programs aimed at countering radical terrorist ideology. The success and impact of implementing the pentahelix strategy in countering terrorism through community empowerment in West Nusa Tenggara include: (1) gaining trust and commitment to synergize in counterterrorism efforts; (2) working collaboratively to promote shared welfare; (3) developing change agents; and (4) establishing branding toward a harmonious village.

⁷⁵ The Drafting Team of the Indonesia Ministry of Religion Affairs, *Religious Moderation*, (Jakarta: Research, Development, Training, and Education Agency the Ministry of Religious Affairs, 2021), p. 15-45. Baca juga Boy Rafli Amar, *Vaksin Pencegah Ideologi Terorisme*,..., h. 167-167.

⁷⁶ United Nations Team, *Counter Terrorism in the International Law Concept*, (Vienna: United Nations Office on Drugs and Crime (UNODC), 2021), p. xvii. Baca juga Boy Rafli Amar, *Vaksin Pencegah Ideologi Terorisme*,..., h. 176-177.

⁷⁷ Nima Kasahage, *Handbook of Terrorism Prevention and Preparedness*, Chapter 11: "Prevention of Radicalization in Western Muslim Diasporas," pp. 300-301. Read also Boy Rafli Amar, *Vaccine to Prevent Terrorism Ideology*,..., p. 179-180.

⁷⁸ Sri Widowati, Gede Ginaya, Ni Nyoman Triyuni, "Pentahelix Model to Develop Ecotourism: Empowering the Community for Economic and Ecological Sustainability", *International Journal of Social Sciences and Humanities*, Volume 3, No. 2, August 2019, p. 42.

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