

ANALYSIS OF THE CIRCLE OF PEACE FOUNDATION'S AND BNPT'S COLLABORATION IN THE SUCCESSFUL DERADICALIZATION PROGRAM FOR TERRORISM INMATES IN SURABAYA'S CLASS I CORRECTIONAL INSTITUTIONS



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ABSTRACT

This study aims to analyze and find out the obstacles in the collaboration between the Peace Circle Foundation and BNPT in the success of the Deradicalization Program for terrorism inmates in the Class I Correctional Institution of Surabaya. Collaboration is important in the implementation of the deradicalization program; it is in accordance with Government Regulation Number 77 of 2019 in Article 29 paragraphs (2), (3), and (4). The method used in this study is a qualitative method, with data collection techniques such as observation, interviews, and document studies. This research uses the theory of collaborative governance. The results of this study show that the collaboration carried out in the implementation of the deradicalization program at the Class I Correctional Institution in Surabaya proves that there is good communication between parties, and all parties feel that they have and share mutual understanding of all problems and successes, and all terrorism inmates who have pledged to the Republic of Indonesia also show changes in their personalities by wanting to pray in congregation in mosques, participating in elections, participating in independence coaching, participating in competitions held by prisons, and participating in deradicalization programs from BNPT. However, in the implementation of this collaboration, there are obstacles such as the absence of an official cooperation agreement between the Surabaya Class I Prison and the Peace Circle Foundation, the lack of face-to-face meetings that are only held 4 times a year for officer changes, and the absence of a special DIPA for deradicalization.

Keywords: Collaboration; Deradicalization Program; Terrorism Prisoners



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INTRODUCTION

The transformation of the jail system into a correctional system resulted in two unusual events. The first was the promotion of Doctor Honorius Causa conferred to Mr. Sahardjo, S.H. at the University of Indonesia on July 5, 1963. The second event was a national prison conference in Lembang. On July 5, 1963, when Mr. Sahardjo received the title of Doctor Honoris Causa, he also disclosed the concept of national regulation, which was described as a banyan tree of protection at the State Palace (Rachma-yanthy & Anwar, 2023).

The evolution of punishment coincides with the tremendous increase in crimes that occur around the world. The development of these crimes has horrified the world since their actions can lead people to fear and jeopardize national security, which is known as terrorism. The evolution of criminal acts and the creation of new criminal acts provide clear proof that terrorism organization has become a worldwide phenomena, which is particularly concerning for the Indonesian state (Simon & Sudirman, 2015).

The first terrorist attack in Indonesia since the Bali I bombing in 2002 has had a negative impact on national security as well as social and economic conditions. The existence of these events causes anxiety and concern in the community, both Indonesian citizens and foreign citizens who are in places or on vacation in Indonesia, because this terrorism has a target and an unpredictable mode, making early detection of time and place difficult, so it can pose a threat to Indonesian security (Simon & Sudirman, 2015).

Some terrorism events in Indonesia are: (a) Bali I bombing in October 2002. (b) bombing at J.W Marriot Hotel in August 2003. (c) Bali Bombing II in 2005. Various terrorism incidents have occurred in Indonesia, making terrorism a dangerous act and categorized as an act of extraordinary crime (Extraordinary Crime), because this terrorism has a terrorist network that has been organized and multinational to carry out and plan its actions smoothly and neatly. The impact of this terrorist incident is full of fear, many casualties, and damage to state facilities and infrastructure. Not only that, terrorism also affects the country's economy. (Paamsyah et al., n.d.)

To overcome the rampant acts of terrorism, the Indonesian government took a policy by issuing the Law of the Republic of Indonesia No. 5 of 2018 concerning the eradication of the Criminal Acts of Terrorism. The regulation produces a new agency in dealing with terrorism which is regulated in CHAPTER VIIB Institutions in article 43E, namely the National Agency for Combating Terrorism (BNPT), the existence of this agency makes terrorism eradicated and overcome by the Indonesian government (Alius, 2019).



Source: bnptri Instagram (Update on September 9, 2023)

Figure 1
Graph of Terrorism Events in Indonesia

Based on Figure 1, it can be seen that acts of terrorism in Indonesia are decreasing every year, the decline in acts of terrorism is due to policies issued by the government regarding the prevention of terrorism. Judging from Figure 4.1 in 2018 19 incidents of crime became zero in 2023. The decline is due to the prevention carried out by the government by thwarting terrorist attack plans that hurt society both physically and psychologically and can threaten state security, this is reinforced by arrest data from 2019 to 2022 totaling 1517 suspected terrorists (Allisha, 2023).

Government Regulation of the Republic of Indonesia number 77 of 2019 concerning the Prevention of Criminal Acts of Terrorism and Protection of Investigation, Public Prosecution, Judges, and Correctional Officers. This policy is the legal basis for implementing the criminal justice system against terrorism because, in the criminal justice process, terrorism inmates and law enforcement officers will intersect and interact with each other, so that the existence of this law can protect law enforcement officers from exposure to radicalism from terrorism.

According to the Correctional Database system, terrorism inmates in prisons throughout Indonesia are currently depicted in the Figure 2.



Source: SDP Directorate General of Corrections (Update on January 29, 2024,)

Figure 2
Number of Terrorism Prisoners in Indonesia

From Figure 2, it can be concluded that the number of terrorism prisoners in Indonesia in the last 4 months has increased, namely in September with 174 terrorism prisoners to 180 in October and increased again from 180 to 376 terrorism prisoners in November. The rapid increase evaluated the coaching program for terrorism inmates, and it made a decrease in December to 318 terrorism inmates. The large number of terrorism inmates is distributed to all correctional units throughout Indonesia, one of which is the Class I Surabaya Correctional Facility.

LITERATURE REVIEW

Sarwono stated in Oktadhika (2020) that terrorism is a normal and physically and mentally healthy individual, thus the transition from radical to Pancasila understanding is very possible. Ideology is a person's understanding of something that cannot be seen with the human senses, so changing an ideological understanding of terrorism prisoners requires more than just one approach, but also the implementation of an intellectual program that focuses on Pancasila's ideology. According to Sarowono, the Directorate of

Research and Community Service requested that the University of Indonesia perform a preliminary research of a deradicalization training program targeted at boosting national security and lowering levels of extremism among convicts and former prisoners.

According to Khitam (2023) deradicalization must be implemented in partnership with diverse parties, including not only government but also communities with a history of radical understanding. Former inmates play an important part in the implementation of deradicalization, as their engagement will result in ideological changes and the success of the program.

Collaboration in the implementation of the deradicalization program is increased by Government Regulation number 77 of 2019 in article 29, which states that the deradicalization program for terrorism inmates must involve linked ministries or institutions working together. The BNPT has the authority to coordinate this implementation, and it will involve academics, community, and religious leaders, as well as collaborate with related institutions such as the Ministry of Law and Human Rights, the Indonesian Attorney General's Office, and the police.

The Ministry of Law and Human Rights also carries out collaboration in the implementation of this deradicalization program, which is contained in Law 22 of 2022 article 89 paragraph (1) and paragraph (2) which explains that in implementing the program, the institution can collaborate both with ministries and institutions that have the same field as the program to be implemented and programs that have been implemented with the implementation of the correctional system and ministries, local governments, institutions and individuals but their implementation must be in accordance with the correctional system. And in article 92 it is explained that the community can also be involved in the implementation of the program, submitting program proposals, and participating in carrying out guidance to former prisoners. The existence of these regulations, each correctional institution must collaborate with local governments, private institutions, and the community to succeed in the program that has been running.

Pattiwaellapia et al., (2023) explains that there is a failure in the implementation of the deradicalization program in Indonesia, this is evidenced in a survey conducted by Ali Abdullah Wibisono at the University of Indonesia. In the survey he conducted, it was found that 30 percent had success in implementing the deradicalization program and 70 percent had failed, the failure was due to the lack of human resources in prisons who did not understand deradicalization for terrorism prisoners, the existence of these problems made prisoners who had been released commit their crimes again because there were obstacles in adjusting to society as well as finding decent work and social support, and there was still stigmatization from the community against former terrorism prisoners.

Minardi (2021) said that the implementation of the deradicalization program in prisons is a failure, due to the absence of a dynamic collaboration between the two stakeholders, namely BNPT and the Director General of Corrections. In the collaboration carried out, there is still an egosectoral between BNPT and the Director General of Corrections, causing a lack of optimality in the deradicalization program in prison. The ego sectoral that occurs is due to differences in concepts between BNPT and the Directorate General of Corrections, BNPT in its concept uses the term Deradicalization, while correctional officers are not willing to use the term deradicalization and prefer to use the terms independence and personality development, because the term deradicalization can create a negative negative stigma against terrorism prisoners, besides that there has also been no coordination to date between BNPT and the Directorate General of Corrections.

The problems that occur above are inversely proportional to the conditions in Surabaya Class I Correctional Institution on Thursday, January 18, 2024, which received praise from the Head of the Correctional Division of the East Java Regional Office for being able to carry out a fairly rapid ideological change within 40 days after the prisoners were accepted in the prison with radicals, This is also explained in the East Java Viva news with the title Gandeng Former Prisoners, Class I Surabaya Correctional Facility Successfully Luring Terrorism Inmates Pledge to be loyal to the Republic of Indonesia (Abbas, 2024), Asep said: "The success in fostering these prisoners is due to the collaboration between the Surabaya Class I Correctional Facility and stakeholders". According to Asep, Class I Surabaya Correctional Facility has succeeded in carrying out the de-radicalization process quickly, which is around 40 days since the inmates were received at Class I Surabaya Correctional Facility.

The above problems have a gap in the implementation of the deradicalization program of terrorism prisoners, the first is the failure of the deradicalization program due to the existence of human resources who are less competent in the implementation of de-radicalization program coaching, besides that, there is also an ego sectoral between BNPT and the Director General of Corrections in the implementation of the deradicalization program, so that it does not produce terrorism crimes. These things are different from Class I Surabaya Correctional Institution which has a positive problem, namely by providing a good performance regarding the deradicalization program with a time of only 40 days to change radical understanding into Pan-facial understanding.

Collaboration in the de-radicalization program is a major factor in the success of the de-radicalization program at the Surabaya Class I Correctional Institution. The success of the de-radicalization program is due to the involvement of former terrorist prisoners who are under the auspices of the Circle of Peace Foundation by always providing injections of enthusiasm and moral support. BNPT in the de-radicalization program at Surabaya Class I Correctional Institution also has an important role in the success of the de-radicalization program at Surabaya Class I Correctional Institution, namely Identification, Rehabilitation, resocialization, and social reintegration.

METHOD

The method used is a qualitative method, with data collection techniques such as observation, interviews, and document studies. This research uses primary data sources and secondary data sources and uses Miles and Huberman data analysis which has several elements, namely data reduction, data presentation, and conclusion drawing.

RESULTS AND DISCUSSION

Analysis of the Collaboration of the Circle of Peace Foundation and BNPT

The implementation of the deradicalization program at the Surabaya Class I Correctional Institution involves several parties, consisting of government and non-government. This study discusses collaboration in the implementation of the deradicalization program carried out by three parties, namely the Surabaya Class I Correctional Institution, BNPT, and the Circle of Peace Foundation. Indeed, the implementation of the deradicalization program must be carried out collaboratively, because if implemented individually it cannot be successful.

The collaboration carried out by the Surabaya Class I Correctional Institution by cooperating with BNPT and the Circle of Peace Foundation will be a success in the implementation of the deradicalization program because each party involved has its own duties and functions. BNPT in this collaboration as a responsible agency in accordance

with Law Number 5 of 2018 article 28 E and the Circle of Peace Foundation has the task of countering the radical understanding of terrorism prisoners. The collaboration carried out by the Surabaya Class I Correctional Institution is in accordance with the instructions of the Director General of Corrections, namely the three keys to advanced corrections plus Back to Basics.

Collaborative Governance is a policy that directs one or more public or non-public institutions to be directly involved in making a decision in a formal, consensus-oriented, and deliberative manner with the aim of implementing a policy or managing a public program or asset. Good collaboration must be in accordance with the Collaborative Governance process so that the beginning of a collaboration is face-to-face dialog or face-to-face dialog.

Face to Face Dialog

Face-to-face dialog has an important role in collaboration, good face-to-face dialog can reduce sectoral egos and increase respect between the parties involved in the collaboration. The implementation of face-to-face dialogue in collaboration between the Surabaya Class I Penitentiary and BNPT is carried out directly by the superiors of each agency, namely the Directorate General of Corrections with BNPT which is carried out at the beginning of each year before implementing the deradicalization program in correctional UPTs throughout Indonesia. As for the face-to-face dialog with the Circle of Peace Foundation, it is more directed to information and data about the terrorist prisoners, so that later it can be a solution to the problem. In a communication carried out by the parties involved, this is not just ordinary communication, but in the dialog, there is an exchange of ideas about the problems that occur in collaboration and ways to handle them.

The collaboration carried out by the Surabaya Class I Correctional Institution is a face-to-face dialog conducted three to four times a year, this is what makes an obstacle in collaboration, so to overcome this, the Surabaya Class I Correctional Institution communicates with BNPT and the Circle of Peace Foundation through communication tools such as telephone, zoom or other communication channels, this is done by the Surabaya Class I Correctional Institution because the face-to-face dialog is lacking so that this can avoid miscommunication between the parties involved.

The face-to-face dialog in this collaboration all shows good faith in determining the mission, vision, and common goals, it can be concluded like this because, during the implementation of face-to-face dialog, no one intimidated the parties involved, but instead made good cooperation.

Trust Building

At the beginning of a collaboration, there will be a lack of trust from each party involved in the collaboration. The collaboration that has been carried out by the Surabaya Class I Correctional Institution, the Circle of Peace Foundation, and BNPT has a low sense of trust due to negative thoughts between one party and another. Seeing this, the Surabaya Class I Correctional Institution wants to foster a sense of trust in each of the parties invited to collaborate so that they have a high sense of trust in each other by conducting good communication, this was done by the Surabaya Class I Correctional Institution represented by Mr. Bambang as the Head of the Bimkemas Section and as the guardian of the terrorism inmates who always communicate well by providing an openness with what it is without being manipulated regarding the problem to BNPT.

BNPT received information regarding the openness of the problems faced by the Class I Penitentiary in Surabaya. It was immediately well received and followed up by conveying the problem to its superiors. In this way, BNPT also maintained the trust of the Kleas I Surabaya Penitentiary in BNPT, because of the feedback provided by BNPT to Prisons. As was the case yesterday, the convict who wanted to be released, A.n Indra Garusu, who lives in Poso, was going to be released, but he was hampered by the problem of a return ticket and this was conveyed to the BNPT, and his superiors, so a solution emerged that a return ticket would be purchased. Apart from that, the Surabaya Class I Penitentiary builds trust with the Lingkar Peace Foundation, namely by assisting terrorism convicts who are considered relatives of former terrorism convicts under the auspices of the Lingkar Peace Foundation in carrying out PB, CB, CMB, and CMK arrangements.

Apart from communication, the Surabaya Class I Penitentiary also builds trust through openness to parties involved in implementing the deradicalization program. The Surabaya Class I Penitentiary provides openness by providing deradicalization program developments, both positive and negative, to the BNPT without hiding anything. This will increase BNPT's sense of trust in the Surabaya Class I Correctional Institution. Apart from that, the penitentiary and BNPT also provided openness to the Lingkar Peace Foundation by not giving a negative stigma to former terrorism convicts and embracing former terrorism convicts in implementing the deradicalization program as a counter to the radical ideology of terrorism convicts. Apart from that, the Peace Circle Foundation is also always open to providing information, because this information is the basis for carrying out prevention.

Commitment to Process

In a collaboration, commitment is very important, because commitment can be used as motivation for the parties involved, apart from that, this commitment will create a strong relationship for implementing the collaboration. The existence of a strong commitment can prevent risks and each party involved will respect each other and appreciate the views of the other parties involved.

Collaboration in implementing the deradicalization program at the Surabaya Class I Correctional Institute with the Lingkar Peace Foundation has not yet had an official or written commitment, but the prison and the Lingkar Peace Foundation have good synergy seen from a consistent relationship in providing guidance and this is not just empty talk.

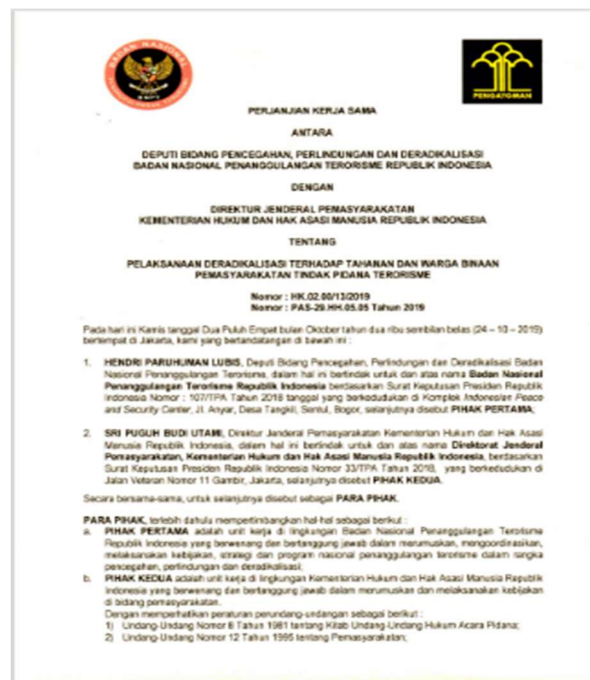
Meanwhile, for the commitment between the Ministry of Law and Human Rights and BNPT, there is a written commitment, namely in the form of a memorandum of understanding or cooperation agreement which contains (a) exchange of data and information by the parties; (b) handling of prisoners and correctional inmates for criminal acts of terrorism; (c) increasing the capacity and/or protection of officers; and (d) other activities in the field of counter-terrorism as agreed by the parties. The following is the form of the memorandum of agreement.



Source: Sub Division of Bimkesmas Class I Correctional Institution Surabaya, 2024

Figure 3
Memorandum of Understanding between Ministry of Law and Human Rights and BNPT

Apart from this commitment, there is also a cooperation agreement between the Directorate General of Corrections and the Deputy for Prevention, Protection, and Deradicalization regarding the implementation of Deradicalization for prisoners and people incarcerated for Terrorism Crimes which contains (1) Periodic capacity-building for correctional officers which includes: handle prisoners and correctional inmates for criminal acts of terrorism; (2) preparation of guidelines and implementation of a deradicalization program for detainees and correctional residents for criminal acts of terrorism; (3) Exchange and loan of confidentiality of data, information, and profiling related to the handling of detainees and correctional inmates for terrorist crimes on an ongoing basis from detention to return to society; (4) Implementation of a Follow-up Guidance Program (Aftercare) for clients of Terrorism Crime Corrections; (5) Operational Support for IIB Sentul Special Prison. The following is the form of the cooperation agreement.



Source: Bimkesmas Sub-Division, 2024

Figure 4
Cooperation Agreement between the Directorate General of Pas and BNPT

Share Understanding

Implementation of collaboration carried out by several agencies must share methods and information to achieve a goal later through the collaboration process. Collaboration carried out by the Surabaya Class I Penitentiary, BNPT, and the Lingkar Peace Foundation, there is a similar view in implementing the deradicalization program at the Surabaya Class I Penitentiary, namely the success of the deradicalization program as evidenced by the many changes in the ideology of radical terrorism prisoners to the Pancasila ideology. And stop repeating criminal acts of terrorism after leaving prison.

The collaboration that has been built by the Surabaya Class I Penitentiary to achieve a successful deradicalization program has achieved an extraordinary activity and is very helpful for terrorism convicts who have received life sentences. Since being detained at the Surabaya Class I Penitentiary, terrorism convicts have not seen their families for 18 years, so seeing this problem, the Surabaya Class I Penitentiary held discussions with the parties involved in the collaboration to find a solution to this problem by finding their families who live outside Java. BNPT has the task of carrying out profiling by checking their psychology and the result is that these terrorism convicts need social support from their families, therefore everyone agreed to carry out a family visit by bringing their families from Seram Island to Ambon and Ambon to Surabaya.



Source: Researcher, 2024

Figure 5
Arrival of Families of Terrorism Convicts after 18 Years

There was a meeting like the picture above, this meeting seemed to be happy, both terrorism prisoners and terrorist families, during the conversation there were no deviant things and the focus was on nostalgia while still outside prison. The implementation of this activity is a form of mutual sharing between each party in collaborating on the implementation of the deradicalization program for terrorist prisoners. If things like this continue to be implemented then the collaboration will run well.

Intermediate Outcomes (Interim Results)

The success of Collaborative Governance can be seen from the interim results obtained in the collaboration process that has been implemented. The collaboration carried out by the Surabaya Class I Penitentiary, BNPT, and the Lingkar Peace Foundation has achieved a small success by realizing a pledge of the Unitary State of the Republic of Indonesia for Terrorist Fund Prisoners as a condition for terrorism convicts to obtain their rights, this was initiated by Lmebga aPemasyara -katan Class I Surabaya on April 17, 2015, right on Correctional Service Day, assisted by 5 terrorist convicts, Class I Penitentiary Surabaya stated the Pledge and this activity was the result of communication between the Class I Penitentiary Surabaya, BNPT and the Lingkar Perdami Foundation- The NKRI Pledge is mandatory for anti-terrorism, because the presence of the NKRI Pledge will increase the community's confidence and former terrorism convicts will not be negatively stigmatized.

The collaboration in the implementation of the deradicalization program for terrorism prisoners has resulted in all terrorism prisoners at the Class I Penitentiary in Surabaya changing their ideologies and this is not only seen through their NKRI pledge, but at the Class I Penitentiary in Surabaya the terrorism inmates follow Voting activities in the 2024 election will be held on February 20, 2024.

Apart from that, the changes in terrorism prisoners are also very visible when terrorism prisoners take part in a self-reliance development program, namely making fertilizer and planting avocado trees, this is given to terrorism prisoners to equip terrorism prisoners with soft skills when they get out, because usually these terrorism prisoners are hampered in economics so that it falls into theory. Further changes were also shown by the terrorist prisoners who were willing to attend congregational prayers in the mosque, and during the fasting month, the terrorist prisoners were given the opportunity to perform cults in the mosque.

Terrorism convicts at the Class I Penitentiary in Surabaya who have taken the NKRI pledge take part in competitions, namely the call to prayer, kultum, and intelligence. In this activity, terrorism convicts won all the prizes, namely first place in the call to prayer competition, first place in the cult competition, and third place in the quiz competition. In this activity, it can be seen that the terrorism convicts are able to have social relations with their Muslim brothers and are willing to take part in the activities carried out by prison officers and win.

Inhibiting Factors of Collaboration between the Lingkar Peace Foundation and BNPT

Lack of Direct Face-to-Face Dialogue

The collaboration carried out between the Surabaya Class I Penitentiary, BNPT, and the Lingkar Peace Foundation has shortcomings in carrying out direct face-to-face dialogue, because face-to-face dialogue is only held three to four times a year. Lack of face-to-face dialogue can cause communication and coordination carried out in collaboration to experience problems or miscommunication.

Unclear Commitment

There is an obstacle in the commitment to collaboration between the Surabaya Class I Penitentiary, BNPT, and the Lingkar Peace Foundation, namely because there is an unclear commitment between the Class I Surabaya Penitentiary and the Lingkar Peace Foundation because the commitment between the two parties has not been officially written, this can create an obstacle and creates a challenge in coordinating and implementing programs that are implemented jointly because implementing the program has not been based on the legal basis that regulates cooperation and bad behavior can occur such as leaving the collaboration and not continuing the agreed program because lack of clear regulations.

Change of Officers

Changing officers in an agency will be a problem in collaboration with other agencies because a change can cause other agencies to collaborate to adapt to new officers or officials and this requires a lot of effort in communicating and building good working relationships. Has been established.

No special budget for the deradicalization program

The implementation of the deradicalization program which was carried out in collaboration between the Surabaya Class I Penitentiary, the Lingkar Peace Foundation, and the BNPT faced a budget obstacle because the implementation of the deradicalization program for terrorism convicts which was carried out at the Surabaya Class I Penitentiary was not included in the DIPA budget (Budget Implementation List), especially terrorism convicts.

The absence of a DIPA budget hampers the flexibility and ability of the Surabaya Class I Penitentiary to meet urgent needs or carry out innovative program planning that can launch the deradicalization program for terrorist prisoners because a shortfall in this budget can cause the program to not run optimally.

CONCLUSION AND SUGGESTION

Collaboration between the Surabaya Class I Penitentiary, the Lingkar Peace Foundation, and BNPT plays an important role in the success of the deradicalization program for terrorism convicts. Effective implementation of deradicalization is achieved through face-to-face dialogue (face-to-face dialogue), Trust Building (building trust), and Commitment to Process (commitment to the process). Inhibiting factors for this collaboration include a lack of direct face-to-face dialogue, unclear commitment, changes in officers, and the absence of a special budget for the deradicalization program.

From the conclusions, the following suggestions can be given: 1) the addition of face-to-face dialogue which is carried out 12 times a year at the Class I Surabaya Correctional Institution, the implementation is carried out through a Group Discussion Forum (FGD) and the implementation is not always in the Surabaya Class I Correctional Institution. 2) There is a Moment of Understanding (MOU) between the Surabaya Class I Correctional Institution and the Lingkar Peace Foundation, this is to make an official agreement so that no one breaks off cooperation midway. 3) There is a special budget for the deradicalization program for terrorism convicts in the DIPA Class I Surabaya Penitentiary so that the deradicalization program in this Penitentiary runs optimally and there are many breakthroughs (innovations) in the implementation of the deradicalization program for terrorism convicts.

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