# Collaborative Governance in Terrorist Rehabilitation: A Case Study of the Indonesian Government and Accept International in Nusakambangan Correctional Institutions

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## Abstract

This study examines the collaborative governance between the Indonesian Government and Accept International (AI) in implementing deradicalisation programs for terrorism inmates at Nusakambangan Correctional Institutions. Using the Co-Governance and Multi-Stakeholder Governance frameworks, the research explores how state and non-state actors integrate resources, expertise, and capacities to address radicalisation challenges. The study employs a qualitative method, utilising Grounded Theory to analyse primary data collected through purposive sampling. Interviews were conducted with officials from Pasir Putih Class IIA and Karanganyar Class IIA Correctional Institutions, alongside a review of supporting documentation. The findings highlight that effective collaboration is built on principled engagement, shared motivation, and capacity for joint action. AI, leveraging its innovative "Redefine, Prepare, Action" (RPA) model, complements Kemenkumham's legal and institutional frameworks, creating synergies in resource allocation and rehabilitation methods. Positive outcomes include enhanced correctional staff training, new deradicalisation approaches, and improved reintegration support for inmates. However, challenges such as limited AI visits, the absence of standardised deradicalisation procedures, fragmented institutional capacities, and weak monitoring systems hinder program consistency and sustainability. The study concludes that addressing these structural and operational limitations is critical for enhancing the long-term impact of such collaborations. By integrating adaptive governance strategies, Indonesia can refine its deradicalisation framework to align global best practices with local needs. This case offers valuable insights into collaborative governance in counter-terrorism, serving as a model for similar initiatives worldwide.

**Keywords:** collaborative governance, terrorist rehabilitation, Accept International**,** Nusakambangan Correctional Institutions

## 1. Introduction

The rehabilitation of terrorism inmates is a strategic initiative aimed not only at disengaging individuals from entrenched radical ideologies but also at ensuring their safe and productive reintegration into society. Radical ideologies often solidify through deep social ties with extremist networks, making disengagement and deradicalization essential components of rehabilitation. Effective deradicalization programs must integrate various dimensions, fostering awareness and providing pathways for individuals to rebuild their lives while breaking free from radical influences (1).

In Indonesia, deradicalisation has been prioritised as a central counter-terrorism strategy. The establishment of the National Counter-Terrorism Agency (BNPT) and the enactment of Law No. 15/2018 on Counter-Terrorism Crimes reflect the government's commitment to dismantling radical networks,

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including within correctional institutions. Employing a multidimensional approach encompassing religious, psychological, legal, and sociocultural education (2), these programs have faced challenges such as limited human resources, inadequate infrastructure, and weak interagency coordination. Additionally, the lack of comprehensive engagement with civil society has hampered the holistic rehabilitation of terrorism inmates, leading to obstacles in social reintegration and increased recidivism risks .

Nusakambangan Correctional Institutions in Central Java play a pivotal role in Indonesia's deradicalisation efforts. Renowned as a maximum-security facility, Nusakambangan houses several correctional institutions, including super-maximum-security units, and serves as a central hub for counter-terrorism rehabilitation (3). However, issues such as a lack of adaptive, individualised programs and insufficient evaluations of humanistic approaches have hindered the institutions' effectiveness. These challenges highlight the need for strengthening rehabilitation strategies to better address the complexities of disengagement and reintegration for terrorism inmates.

The involvement of non-state actors, particularly non-governmental organisations (NGOs), provides innovative solutions to the limitations of state-led rehabilitation programs. Accept International (AI), a Japanese NGO, exemplifies such collaboration. Through its "Redefine, Prepare, Action" (RPA) model, AI integrates rehabilitation with skill development and economic empowerment, focusing on preparing and reintegrating former extremists into society. This approach gradually transforms inmates' mindsets while equipping them with tools to navigate post-incarceration life and contribute positively to their communities(4).

Despite the recognized importance of multi-agency efforts in countering violent extremism (CVE), such collaborations remain underdeveloped compared to responses to other violent crimes. Barriers such as interagency secrecy, organizational silos, and cultural resistance hinder information-sharing and coordinated action (5)(6). These challenges complicate efforts to address disengagement and rehabilitation, necessitating a comprehensive collaborative framework that includes law enforcement, correctional services, social and health services, employers, and civil society organizations. NGOs, in particular, play a crucial role in sustaining reintegration processes by assessing the needs of former extremists and providing targeted support (7).

Collaboration between state and non-state actors offers a more humanistic and holistic approach to terrorism rehabilitation. NGOs act as facilitators in building trust between inmates and correctional authorities, employing dialogical and empowerment-based methods that prove more effective than coercive measures, which often reinforce anti-government narratives. These collaborative efforts exemplify a strategic shift toward inclusive and sustainable rehabilitation initiatives, fostering societal acceptance and reducing the likelihood of recidivism.

This paper explores the collaborative governance between Indonesia's Ministry of Law and Human Rights (Kemenkumham) and Accept International (AI), focusing on the implementation of the RPA model in Nusakambangan Correctional Institutions. By evaluating the achievements and limitations of this partnership, the study aims to provide valuable insights into state-NGO collaboration in terrorism rehabilitation and inform strategies for improving governance frameworks in similar contexts.

**Deradicalization and Disengagement**

Addressing violent extremism requires a comprehensive strategy encompassing prosecution, rehabilitation, and reintegration (PRR). The limitations of approaches centered solely on incarceration and punitive measures are particularly evident when dealing with foreign terrorist fighters and their families. Recognizing this gap, the United Nations Security Council and General Assembly have urged member states to adopt tailored PRR strategies that engage civil society actors, employ whole-of-government approaches, and ensure gender-sensitive practices. These strategies emphasize the unique needs of women and children, who are often victims of coercion and exploitation within terrorist groups, underscoring the importance of balanced and humane responses.

The efficacy of prison-based deradicalization and disengagement programs has been a subject of intense debate. While deradicalization seeks to change deeply held extremist ideologies, it is often criticized for being overly ambitious and difficult to measure. The challenge is particularly acute in prison systems where staff may lack cultural competency or the expertise required to influence deeply ingrained beliefs. Alternatively, disengagement focuses on behavioral change, aiming to separate individuals from violent actions or affiliations without necessarily altering their core ideologies. Drawing from practices in gang rehabilitation and post-conflict disarmament strategies, disengagement is regarded as more pragmatic and measurable.

Critics argue, however, that disengagement alone is insufficient, as ideology remains a critical driver of extremist violence. Research suggests that integrating both methods yields better outcomes, with disengagement providing a behavioral foundation that may support ideological transformation over time. For instance, Germany's NeDiC program prioritizes disengagement while offering voluntary deradicalization components, such as citizenship and social values training. This synergy demonstrates the value of combining approaches, yet challenges persist, including the absence of standardized metrics, legal and structural barriers, and diverse prison contexts. These complexities highlight the need for adaptive, evidence-based strategies leveraging both deradicalization and disengagement to address violent extremism effectively (8).

Accept International (AI) has implemented an innovative model blending deradicalization and disengagement to prepare terrorism inmates at Nusakambangan Correctional Institutions for societal reintegration. Their "Re-define, Prepare, Action" (RPA) framework addresses gaps in conventional counter-extremism methods. The "re-define" phase helps individuals reshape their identities without rejecting their core beliefs, fostering values aligned with social harmony. In the "prepare" phase, inmates receive life skills, vocational training, and counseling to ease their transition into society. Finally, the "action" phase ensures ongoing support through follow-ups, counseling, and community reconciliation. Operating in conflict zones like Kenya, Somalia, and Indonesia, AI has successfully reintegrated numerous defectors, including Ahmed, a former Al-Shabaab member who now contributes positively to his community (4,9) .

AI's holistic and inclusive model demonstrates the potential of RPA as a global tool for combating violent extremism. By integrating behavioral and ideological interventions, this approach bridges critical gaps in conventional strategies, creating pathways for sustainable reintegration and reducing recidivism risks. The collaborative implementation of this model at Nusakambangan highlights the significance of combining state and non-state efforts, offering lessons for similar global counter-extremism initiatives.

**Co-Governance and Multi-stakeholders Governance**

Governance is broadly defined as a collective process where individuals and institutions, both public and private, manage shared affairs, balance competing interests, and promote collaborative action. The Global Governance Commission (10) describes governance as encompassing formal institutions with regulatory authority and informal arrangements aligned with stakeholders' interests. Legitimacy in governance relies on public or private acceptance of shared frameworks and the balance of power achieved through negotiation. Cashore (11) categorizes governance based on the source of policy authority, distinguishing between state-centered and private systems, while Haufler (12,13) emphasizes various forms, such as traditional regulation, co-regulation, industry self-regulation, and multi-stakeholder governance.

Co-governance refers to dynamic interactions between public and private actors working together to manage common goods through hybrid governance models (14). These relationships can take the form of collaboration, competition, or conflict, influenced by regulatory arrangements, goal alignment, and institutional factors. Multi-stakeholder governance, by contrast, involves individuals and public or private institutions collectively managing shared affairs through formal and informal arrangements. Legitimacy in this model arises from public acceptance of shared frameworks and the balance of power achieved through negotiation, encompassing state authority, private governance without state involvement, or hybrid models like co-regulation.

The evolution of governance frameworks reflects the growing complexity and interdependence of systems and shared challenges. Collaborative Governance Regimes (CGRs) embody this progression, operating as dynamic systems that rely on collaboration as the primary mechanism for decision-making and management. CGRs facilitate principled engagement, shared motivation, and capacity for joint action among diverse stakeholders, ensuring that collaborative processes remain adaptive, results-oriented, and capable of addressing governance challenges beyond the capacity of any single authority (15).

The first component of CGRs, principled engagement, involves inclusive processes that enable communication, deliberation, and effective decision-making among stakeholders. This includes identifying shared interests, defining clear roles, conducting inclusive deliberations, and determining collective actions. High-quality engagement processes foster trust and inclusivity, build mutual understanding of objectives, and facilitate agreement among stakeholders. These processes enhance clarity, promote diverse perspectives, and bolster the legitimacy of collective decisions, creating a robust foundation for collaborative action.

The second component, shared motivation, emphasizes the psychological and social conditions that cultivate trust, mutual respect, and commitment among participants. Trust in stakeholders' intentions, respect for diverse perspectives, and a shared understanding of objectives create a cohesive framework for sustained collaboration. These conditions encourage participants to invest in the collaborative process, especially in high-risk contexts where interests may diverge. Shared motivation fosters a sense of collective ownership over processes and outcomes, which is crucial for the long-term success of CGRs.

The third component, capacity for joint action, focuses on the structural and operational capabilities necessary to implement collective decisions effectively. Institutional arrangements, leadership, resource access, and procedural norms enable stakeholders to align their efforts toward shared goals. Capacity is assessed through resource mobilization, organizational effectiveness, and the ability to sustain fair and efficient operations over time. Joint action capacity ensures that collaborative initiatives are not

only well-planned but also effectively executed, bridging the gap between decision-making and measurable impacts.

By integrating principled engagement, shared motivation, and capacity for joint action, CGRs provide a robust framework for addressing complex governance challenges. This model underscores the importance of dynamic and adaptive processes in fostering trust, leveraging diverse capacities, and achieving shared outcomes. Indicators such as reciprocal trust, internal legitimacy, procedural stability, and measurable impact affirm CGRs' effectiveness in tackling multifaceted issues, positioning them as indispensable in modern governance.

## 2. Method

This study employs a qualitative methodology using the Grounded Theory Method (GTM) to analyze the collaborative efforts between Accept International, a non-governmental organization, and the Indonesian government, specifically the Ministry of Law and Human Rights, in rehabilitating terrorist inmates. Grounded theory, initially developed by Glaser and Strauss, aims to construct theories based on empirical data collected directly from the field (16) . This approach provides flexibility and openness to new insights throughout the research process, ensuring that the resulting theoretical framework is firmly rooted in empirical evidence.

Primary data were collected through semi-structured interviews using purposive sampling, which involves selecting participants based on specific criteria. Key informants included representatives from the Accept International Secretariat, officers from Class IIA Karanganyar Nusakambangan Correctional Institution, and officers from Class IIA Pasir Putih Nusakambangan Correctional Institution. Additional interviews were conducted with the Directorate of Information Technology and Correctional Cooperation. Secondary data were obtained through document analysis, including policy documents, official speeches, public statements, media reports, government publications, books, journal articles, credible news sources, records from Nusakambangan correctional facilities, and official websites of Accept International, the Japanese Embassy in Indonesia, the Directorate General of Corrections, and the Ministry of Law and Human Rights. The collected data were systematically analyzed to understand the dynamics of collaboration between these stakeholders.

## 3. Results and Discussion

Addressing terrorism in Indonesia requires robust integration between government institutions and societal actors. Recognizing terrorism as both a national and global threat, cross-sectoral collaboration has become essential. The National Counter-Terrorism Agency (BNPT), as the leading sector, facilitates partnerships between government entities and civil society through a policy network framework. Collaborations with religious leaders, academics, and organizations such as the Lingkar Perdamaian Foundation (YLP), founded by former terrorist inmates, exemplify this approach. YLP focuses on social reintegration and life skill development programs to transform destructive behaviors and prevent recidivism among former inmates and their families. Such efforts emphasize the importance of rehabilitative approaches grounded in social integration to counter radical ideologies effectively (17).

Other organizations, including the Prasasti Perdamaian Foundation, Gema Salam Foundation, and the Alliance for Peace Indonesia (AIDA), also play significant roles in deradicalization efforts. AIDA, for instance, collaborates with the Directorate General of Corrections (Ditjen Pemasyarakatan) to implement programs that involve victims in the rehabilitation process and enhance the capacity of correctional officers. At the international level, partnerships with countries like Australia through the Australia

Indonesia Partnership for Justice (AIPJ) demonstrate Indonesia's commitment to leveraging bilateral initiatives. These efforts include mental capacity-building for inmates, forums for dialogue, and empowering former inmates as peace agents. Furthermore, regional frameworks such as the ASEAN Convention on Counter-Terrorism (ACCT) provide legal mechanisms for combatting terrorism across Southeast Asia, underscoring the value of regional solidarity in addressing transnational threats (18).

Global collaborations expand these efforts further, involving partnerships with nations such as the United Kingdom, Japan, Pakistan, and the United States through both Government-to-Government and Government-to-People mechanisms. Among these, the partnership between Indonesia and Accept International (AI), a Japan-based NGO specializing in the empowerment of inmates and former extremists, stands out. This collaboration facilitates the exchange of expertise and the development of innovative programs aimed at improving rehabilitation quality. With a synergistic and multidimensional approach, Indonesia is advancing toward a more comprehensive and sustainable model for counter-terrorism, leveraging collaborative governance to integrate diverse perspectives and resources into its rehabilitation framework.

### 3.1. Preconditions for Collaboration

The preconditions for the collaboration between Accept International (AI) and Indonesia's Ministry of Law and Human Rights (Kemenkumham) are defined by key elements such as leadership, shared vision, interdependence, and uncertainty. These foundational factors provide a promising basis for the partnership. However, an observable asymmetry in the relationship emerges, with AI demonstrating a strategic advantage due to its global experience and innovative approaches to terrorist rehabilitation and reintegration (19) .

Leadership has been pivotal in the collaboration between AI and Kemenkumham. Under the stewardship of Yosuke Nagai, AI has displayed substantial leadership through its innovative "Redefine, Prepare, Action" (RPA) model. Nagai's role as a United Nations mentor amplifies the organization's credibility and its ability to manage global projects effectively. Simultaneously, Kemenkumham, through its Directorate General of Corrections (Ditjenpas), provides institutional leadership, aligning the partnership with national regulatory frameworks such as Ministerial Regulation No. 35/2018. Both parties exhibit neutrality, commitment, and resource mobilization, adhering to collaborative governance principles articulated by Emerson et al (15) .

A shared vision centered on rehabilitation as a counter-extremism strategy forms the collaborative incentive for both entities. AI's global mission, "Leaving No One Behind," identifies Indonesia as a critical region for counter-terrorism efforts. Conversely, Indonesia benefits from AI's softer methodologies, which aim to mitigate re-radicalization risks, moving beyond prior hardline approaches. This alignment offers mutual advantages: AI extends its global footprint, while Indonesia integrates innovative solutions to address pressing national issues effectively.

Interdependence has emerged as a vital element of this collaboration, given the mutual limitations of both parties to act independently. Kemenkumham contributes legal authority, access to extremist inmates, and logistical support, whereas AI brings specialized knowledge, global expertise, and programmatic innovation. This partnership fosters resource and expertise synergy, illustrating the critical need for collaborative approaches to effectively implement deradicalization initiatives. It also underscores the limitations of unilateral actions and highlights the significance of shared responsibility.

Managing uncertainty in radicalization and reintegration presents significant challenges, driving the necessity for this collaboration. The ideological complexity of extremism demands adaptive, innovative, and locally responsive approaches. AI's global track record is a critical asset, enabling the organization to tailor programs to Indonesia's specific needs. This flexibility not only reduces ambiguity in addressing radicalization but also facilitates risk-sharing, information exchange, and the co-development of comprehensive strategies that accommodate local dynamics.

Despite these strengths, the lack of standardized procedures for deradicalization in Indonesia poses a major obstacle. Reliance on individual prison policies or the methods of partner organizations often leads to inconsistencies in implementation, undermining program effectiveness and sustainability. Addressing this issue requires a strategic focus on developing a national framework with standardized procedures. Such a framework would ensure coordinated and sustainable approaches across the country, optimizing the collaborative governance model for long-term success.

### 3.2. Dynamics of Collaboration

The collaboration between Indonesia's Ministry of Law and Human Rights (Kemenkumham) and Accept International (AI) exemplifies strong principled engagement, characterized by discovery, deliberation, and determination, as outlined by Emerson et al. (2011). Both actors prioritize interactive communication to align their goals and design effective deradicalization programs. For instance, AI's visits to Nusakambangan Correctional Institutions facilitated the discovery phase by assessing institutional needs and evaluating inmate rehabilitation requirements. Deliberation took place through routine dialogues involving Ditjenpas (the Directorate General of Corrections), local NGOs such as Yayasan Prasasti Perdamaian, and correctional facility staff. These discussions ensured contextually grounded and inclusive program planning. Determination was evident in the consensus to prioritize initiatives such as constructing counseling rooms and organizing capacity-building workshops. This iterative process highlights high levels of inclusivity and mutual respect, both essential indicators of principled engagement.

Last year, AI, a Japanese NGO specializing in countering violent extremism and armed conflict, initiated its partnership with Kemenkumham through a series of engagements (20). Activities included discussions and facility assessments at Pasir Putih Class IIA Correctional Facility, Karanganyar Class IIA Special Facility, and Nusakambangan's Probation Office. Additionally, a seminar on interactive Islam was held for 10–20 selected inmates (21) . While no binding agreements were established during these visits, the activities demonstrated the potential for sustained collaboration. AI's strategic focus on Indonesia as a critical element in the global counter-terrorism chain and its partnerships with local NGOs for funding indicate the intent to create long-term impacts.

Despite the promise shown by AI's initial visits, their limited frequency has posed challenges. Visits to Nusakambangan occur only every few months, whereas correctional facility stakeholders expect monthly engagements to ensure optimal program implementation. Addressing this gap in frequency is vital to maintaining momentum and achieving sustained progress in the collaborative efforts.

Shared motivation underpins this partnership through trust, mutual understanding, legitimacy, and commitment. The absence of historical conflicts between AI and Kemenkumham provided a strong foundation of trust, further reinforced by AI's grassroots involvement before formal collaboration. Mutual understanding is evident in their shared vision of building peace and countering violent extremism through reintegration initiatives. Legitimacy stems from the alignment of AI's innovative RPA (Redefine, Prepare, Action) model with Kemenkumham's regulatory framework, including Ministerial Regulation No. 35/2018.

Commitment is reflected in resource allocation, with AI contributing expertise and Kemenkumham providing infrastructural support, ensuring the continuity of ongoing programs. These dynamics foster a cohesive focus on aligned goals, strengthening the collaborative effort.

The collaboration leverages AI's international expertise and innovative methodologies alongside Kemenkumham's institutional capabilities and regulatory authority. This synergy enables the partners to address complex challenges in deradicalisation and reintegration, creating a robust framework for achieving shared objectives. Such partnerships highlight the potential of collaborative governance models to bridge gaps in capacity and knowledge while fostering mutual accountability and respect.

To sustain the momentum of this partnership, addressing identified limitations, particularly in engagement frequency and operational synchronization, is crucial. By enhancing communication, increasing visit regularity, and refining collaborative mechanisms, the partnership can further strengthen its effectiveness. A commitment to adaptive strategies and continuous dialogue will ensure that the collaboration remains responsive to evolving needs and challenges, fostering long-term success in counter-terrorism and inmate rehabilitation initiatives.

### 3.3. Structured Institutional Support and Complementary Leadership

The collaboration between Indonesia's Ministry of Law and Human Rights (Kemenkumham) and Accept International benefits significantly from well-structured institutional arrangements, complementary leadership, and shared resources, which collectively enhance their capacity for joint action. Kemenkumham provides the institutional framework and logistical support required to implement rehabilitation programs within correctional facilities, while Accept International contributes global expertise and adaptive methodologies. For instance, the RPA (Redefine, Prepare, Action) model addresses ideological, psychological, and social dimensions of inmate rehabilitation, augmenting Kemenkumham's operational capacity. The partnership also leverages informal networks, including local NGOs and religious leaders, to build community trust and broaden program reach. By mobilizing and integrating resources effectively, the collaboration demonstrates readiness for sustainable governance through initiatives like psychosocial counseling and capacity-building workshops.

The partnership exemplifies the interactive components of collaborative dynamics: principled engagement, shared motivation, and capacity for joint action. Through inclusive communication, aligned goals, and resource complementarity, Kemenkumham and Accept International tackle the multifaceted challenges of deradicalization and reintegration. These dynamics not only enable operational effectiveness but also foster trust and accountability among stakeholders. The collaboration showcases how leveraging diverse capacities can strengthen governance mechanisms, particularly when addressing complex societal issues that require coordinated efforts across multiple sectors.

Using the Emerson framework, this case study highlights the potential of collaborative governance to achieve lasting impacts in addressing societal challenges. By aligning institutional structures with innovative methodologies and fostering mutual trust, the partnership sets a precedent for global initiatives in counter-terrorism. The ability to sustain inclusive engagement and effectively integrate diverse resources underscores the value of structured collaboration in creating impactful and scalable solutions for terrorist rehabilitation and reintegration.

**3.4. Key Lessons from Collaborative Governance in Rehabilitation Programs**

The partnership between Accept International (AI) and Indonesia's Ministry of Law and Human Rights (Kemenkumham) offers valuable insights into the challenges and opportunities inherent in collaborative approaches to deradicalization, rehabilitation, and reintegration (R&R). Despite a structured collaboration framework, issues such as limited visit frequency, lack of standardized procedures, inadequate monitoring, and fragmented institutional capacity have hindered effectiveness. Addressing these gaps requires a more flexible yet systematic framework to align objectives and actions among diverse stakeholders.

*3.4.1.  Operational Challenges: Addressing Limited Visit Frequency*

One of the critical operational barriers in the collaboration has been the infrequent visits by AI to Nusakambangan Correctional Institutions. This limitation disrupts program continuity, impedes direct dialogue, and weakens capacity-building efforts. To mitigate this challenge, the government could engage local partners to perform AI's roles during its absence. Additionally, leveraging digital platforms and interactive communication tools could overcome geographical constraints and enhance coordination intensity without compromising program quality.

*3.4.2.  The Urgent Need for Standardized Procedures*

The absence of standardized deradicalization procedures across Indonesia's correctional institutions has led to inconsistent program implementation. A unified framework is essential to harmonize approaches between government entities and non-governmental partners. This framework should include operational guidelines for inmate selection, rehabilitation mechanisms, and reintegration success metrics. By adopting standardized procedures, programs could achieve greater consistency, transparency, and accountability while enabling more robust monitoring and evaluation processes.

*3.4.3.  Enhancing Monitoring and Evaluation Systems*

Deficiencies in monitoring and evaluation systems have constrained the ability to assess program outcomes and identify areas for improvement. Establishing a shared monitoring platform with measurable, data-driven indicators should be a priority. Both AI and the government should integrate regular reporting systems involving correctional officers, program participants, and local communities. This participatory approach would ensure comprehensive, iterative evaluation to refine strategies and enhance outcomes.

*3.4.4.  Strengthening Institutional Capacity and Coordination*

Fragmented institutional capacity between government and non-governmental actors underscores the need for improved coordination. Appointing a facilitative agency to align roles, develop joint strategic plans, and prevent overlapping responsibilities could enhance operational cohesion. Additionally, investments in training correctional officers and supporting local partners would build institutional capacity for more autonomous and effective program delivery. By addressing these structural limitations, the collaboration could serve as a model for scalable and sustainable governance in counter-terrorism initiatives.

**4.  Conclusion**

The collaboration between Accept International (AI) and Indonesia's Ministry of Law and Human Rights (Kemenkumham) highlights the critical role of synergy between state and non-state actors in addressing the multifaceted challenges of deradicalization, rehabilitation, and reintegration (R&R). While the partnership has achieved notable success in resource-sharing and programmatic innovation, it also reveals several shortcomings that hinder long-term effectiveness. Key challenges include infrequent on-site engagement, the absence of standardized procedures, fragmented institutional capacities, and insufficient

monitoring mechanisms. To ensure program sustainability and mitigate recidivism risks, these issues demand adaptive, integrated, and data-driven solutions.

Leadership within this partnership reflects a dual dynamic: AI's strategic expertise at the global level and Kemenkumham's institutional authority at the national level. Yosuke Nagai's leadership and the innovative RPA model provide substantial direction, yet over-reliance on AI risks undermining Kemenkumham's institutional autonomy. A more balanced collaboration necessitates clearly defined roles and enhanced institutional capacity to sustain equilibrium. Furthermore, while both parties share a unified vision of soft-approach deradicalization, operationalizing this alignment requires measurable success indicators and strategies that seamlessly integrate AI's global methodologies with Indonesia's local needs.

Mutual dependence within the partnership has fostered synergy through resource-sharing and knowledge exchange. However, vulnerabilities stemming from the lack of standardized coordination mechanisms risk undermining the collaboration's impact. Establishing a robust institutional framework is imperative to minimize over-reliance on either party and ensure the program's resilience. AI's innovative adaptation strategies offer significant potential to address ambiguities in radicalization management but require fine-tuning to align with Indonesia's socio-cultural dynamics, including public resistance to reintegrating former terrorism inmates.

The absence of a standardized national protocol for deradicalization programs presents an urgent challenge, creating inconsistencies across correctional facilities. Developing a comprehensive national framework supported by periodic evaluations would ensure the program's coherence and relevance to local needs. By addressing these structural and operational gaps, the AI-Kemenkumham partnership could evolve into a sustainable model of collaborative governance, delivering substantial impact in counterterrorism efforts.

## 5. Declaration Of Interests

The authors declare that there are no conflicts of interest regarding the publication of this paper. The research was conducted independently, and the findings presented in this paper are the result of unbiased analysis and evaluation. None of the authors have any financial, personal, or other relationships with people or organizations that could inappropriately influence or bias the content of the paper. The authors confirm that the study's results and conclusions are based solely on their own research and interpretations. All authors have reviewed and approved the manuscript, and take full responsibility for the content and integrity of the research presented.

## 6. Acknowledgement

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