Assessing the Impact of De-radicalisation and Counter-Radicalism Initiatives: A Case Study of PW Fatayat NU in West and East Java, Indonesia

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Abstract: This study comprehensively evaluates de-radicalisation and counter-radicalism programs administered by the provincial branches of PW Fatayat NU in West Java and East Java, Indonesia. Employing a qualitative field research methodology, the study integrates data from document analysis, participant observation, semi-structured interviews with key organisational leaders and partners, and focus group discussions with diverse stakeholders. The analysis is framed by Kinsley's seven organisational effectiveness dimensions—structure, strategy, systems, skills, style, staff, and shared values—offering a multidimensional perspective on program implementation and outcomes. Results reveal that while both provincial branches have established foundational organisational structures and strategic orientations conducive to program delivery, significant differences exist in system utilisation, professional capacity, and advocacy effectiveness. The West Java branch is characterised by strong interdepartmental coordination, effective communication channels, and well-defined governance structures. In contrast, the East Java branch faces challenges with strategic impact and resource mobilisation. Both branches demonstrate active stakeholder engagement through knowledge sharing, social reintegration, and policy advocacy. The study identifies critical constraints, including limited professional expertise, inconsistent communication practices, and insufficient collaborative networks, which impede optimal program performance. This research contributes to the growing scholarship on countering violent extremism (CVE) by foregrounding the importance of professional organizational management and inclusive multistakeholder engagement. It further underscores the imperative of gender-sensitive approaches and continuous capacity development to enhance program sustainability. These findings offer actionable insights for policymakers, civil society organisations, and government agencies committed to strengthening the efficacy and resilience of counter-radicalism interventions in complex socio-political environments.

Keywords: Counter-radicalism; de-radicalisation; East Java; West Java; women's organisational model

Abstrak: Studi ini secara komprehensif mengevaluasi program deradikalisasi dan kontra-radikalisme yang dijalankan oleh cabang provinsi PW Fatayat NU di Jawa Barat dan Jawa Timur, Indonesia. Menggunakan metodologi penelitian lapangan kualitatif, studi ini menggabungkan data dari analisis dokumen, pengamatan partisipan, wawancara semi-terstruktur dengan pemimpin organisasi kunci dan mitra, serta diskusi kelompok terfokus dengan berbagai pemangku kepentingan. Analisis ini didasarkan pada tujuh dimensi efektivitas organisasi Kinsley—struktur, strategi, sistem, keterampilan, gaya, staf, dan nilai bersama—yang memberikan perspektif multidimensional terhadap

implementasi dan hasil program. Hasil menunjukkan bahwa meskipun kedua cabang provinsi telah membangun struktur organisasi dasar dan orientasi strategis yang mendukung pelaksanaan program, terdapat perbedaan signifikan dalam pemanfaatan sistem, kapasitas profesional, dan efektivitas advokasi. Cabang Jawa Barat ditandai dengan koordinasi antardepartemen yang kuat, saluran komunikasi yang efektif, dan struktur tata kelola yang jelas. Sebaliknya, cabang Jawa Timur menghadapi tantangan dalam dampak strategis dan mobilisasi sumber daya. Kedua cabang menunjukkan keterlibatan pemangku kepentingan yang aktif melalui berbagi pengetahuan, reintegrasi sosial, dan advokasi kebijakan. Studi ini mengidentifikasi hambatan kritis, termasuk keterbatasan keahlian profesional, praktik komunikasi yang tidak konsisten, dan jaringan kolaboratif yang tidak memadai, yang menghambat kinerja program yang optimal. Penelitian ini berkontribusi pada perkembangan kajian tentang pencegahan ekstremisme kekerasan dengan menyoroti pentingnya manajemen organisasi profesional dan keterlibatan multistakeholder yang inklusif. Hal ini juga menekankan pentingnya pendekatan yang sensitif terhadap gender dan pengembangan kapasitas berkelanjutan untuk meningkatkan keberlanjutan program. Temuan ini memberikan wawasan yang dapat diimplementasikan bagi pembuat kebijakan, organisasi masyarakat sipil, dan lembaga pemerintah yang berkomitmen untuk memperkuat efektivitas dan ketahanan intervensi anti-radikalisme dalam lingkungan sosial-politik yang kompleks.

Keywords: Deradikalisasi; kontra-radikalisme; Jawa Timur; Jawa Barat; model organisasi perempuan

1. Introduction

A surprising trend has emerged in Indonesia's terrorism landscape: women increasingly act as principal perpetrators of radicalism and extremism, including involvement in suicide bombings (Prayogo & Rishanti, 2021). This shift from supportive roles to active participation began around 2016, marked by Dian Yulia Novi's arrest in the Bekasi pot bomb case (Mahardhika & Priyanto, 2023). Factors contributing to this trend include marriage ties, social media influence, and gender inequality (Nurullita, 2024; Prayogo & Rishanti, 2021). Terrorist groups exploit women's perceived innocence to evade security forces (Prayogo & Rishanti, 2021). Historically, women's involvement was often connected to their relationships with their husbands. However, recent trends reveal several motivations, including personal and political factors (Macfarlane, 2024). To address this issue, experts recommend multifaceted approaches, including humanitarian and academic strategies, increased literacy for women, and gender-based prevention methods to promote equality and mitigate discrimination (Nurullita, 2024; Prayogo & Rishanti, 2021).

Women's vulnerability to be involved in terrorism is often linked to societal perceptions of their obedience, loyalty, and trustworthiness (Damayanti, Lubis, Malik, Ali, & Adriyanto, 2024). Moreover, religious narratives resonate more strongly with women, increasing their susceptibility to ideological influence and manipulation (Maula, 2021). This dynamic can enable women to operate covertly within terrorist networks, making detection by authorities more challenging.

Given this context, stakeholders involved in countering radicalism and terrorism—including local governments, Civil Society Organisations (CSOs), community organisations, and the general public—must pay heightened attention to women's growing role in terrorist networks. Women's access to family and community is pivotal in preventing youth radicalisation and promoting community resilience against extremist narratives (Speckhard, 2021). The recognition of women's strategic role in this preventive ecosystem is also reflected in broader national policy frameworks.

Indonesia's National Action Plan for Preventing and Combating Violent Extremism (RAN PE), established through Presidential Regulation No. 7/2021, emphasises a comprehensive "whole of government" and "whole of society" approach to counter-terrorism (Amaritasari, 2024). This strategy aims to decentralise prevention efforts, formalise collaborations between civil society and local authorities, and mainstream gender perspectives. Effective implementation requires improved communication between central and local governments, adequate resources, and appropriate

disposition of implementing agencies (Panjaitan & Rahayu, 2023). This engagement should integrate soft and hard strategies, rendering women's participation in counter-extremism efforts indispensable (Nwangwu, Onuoha, Ezirim, & Iwuamadi, 2021).

The women's Islamic organisation Fatayat Nahdlatul Ulama (Fatayat NU) demonstrates proactive involvement in countering radicalism and promoting peace through various strategic initiatives. In 2017, Fatayat NU, in collaboration with the National Counter-Terrorism Agency (BNPT) and its central board, launched a program to train 500 Anti-Terrorism and Radicalism Daiyah (female preachers) aimed at addressing extremist ideologies (Kompas, 2017). Concurrently, the Da'wah and Research and Development Divisions of Fatayat NU's provincial branch in West Java (PW Fatayat NU) have provided mentorship to women and children affected by radicalism (Hikmawati, Hannah, & Wahyudin, 2024). Additionally, the organisation has focused on educating Daiyah Mahmudah cadres to foster peaceful interfaith relations (Khasanah, 2022).

In 2020, PW Fatayat NU of West Java joined the Joint Initiative for Strategic Religious Action (JISRA), a collaborative program involving Muhammadiyah and nine other organisations across Indonesia, which centres on intra- and inter-religious peace-building efforts (Hikmawati et al., 2024). Meanwhile, since 2017, PW Fatayat NU of East Java has been actively assisting female returnees and deportees who have been exposed to violent radicalism (Winarti, 2021). Between June 2020 and June 2021, the provincial branches of Fatayat NU in West Java and East Java implemented a joint program to identify and support women and children vulnerable to radicalism in Bandung and Surabaya. This initiative successfully engaged local governments, social institutions, and women's Islamic organisations, establishing working groups (POKJA PE) dedicated to extremism prevention at both provincial and municipal levels throughout West Java and East Java (Amaritasari, 2024).

Analysing the effectiveness of these initiatives is crucial to assess organisational achievements and goal fulfilment. This study aligns with Article 7 of Presidential Regulation No. 7 of 2021, which mandates coordination, monitoring, and evaluation of RAN PE implementation by government institutions. Specifically, the RAN PE secretariat compiles reports from regional implementers and formulates achievements annually. This research analyses the implementation achievements of RAN PE by PW Fatayat NU of West Java and PW Fatayat NU of East Java in 2021.

Previous research highlights the active involvement of diverse institutions in de-radicalisation and counter-radicalism initiatives. For instance, Rauf, Nurdin, and Salam (Rauf, Nurdin, & Salam, 2018) investigated the de-radicalisation efforts of the Religious Harmony Forum (FKUB) in Maluku, specifically within Ambon. Zada et al. (2021) focused on de-radicalisation programs targeting child terrorism in Jakarta. Similarly, Noviandi et al. (2020) examined the application of soft approach methods for terrorism prisoners. Septian (2011) conducted a study on de-radicalisation practices within Cipinang penitentiary, while Mu'adib (2018) emphasised the role of multicultural education as a strategy to counter radicalism. Additionally, Usnawati (2019) analysed the female student-friendly home program implemented by the Nahdlatul Ulama Women's Student Association. These programs employ integrative strategies encompassing socialisation, interreligious coordination, education, and rehabilitation, often utilising gentle and inclusive approaches.

However, implementing Indonesia's Counter Violent Extremism (CVE) programs remains challenging. An evaluation conducted by the International NGO Forum for Indonesian Development (INFID), Kusumarini (2022) identified significant weaknesses in the optimisation of human resources and the sustainability of these initiatives. Enhancing organisational management, focusing on human resource functions, has been suggested as a critical pathway to improving program effectiveness. Notably, the regional branches of PW Fatayat NU in West Java and East Java have employed strategic management approaches to strengthen their program outcomes. These efforts have yielded substantial impacts in de-radicalisation initiatives, as reported by key representatives, including Badriyah, Secretary of PW Fatayat NU West Java, and Winarti, Chair of PW Fatayat NU East Java (Personal communication, August 20, 2021).

This study fills a critical gap by evaluating the effectiveness of the organisational models employed by PW Fatayat NU of West Java and East Java in implementing de-radicalisation and counter-

radicalism actions throughout 2021. By examining these models in detail, the research identifies strengths and areas for improvement that can enhance program outcomes. The findings offer valuable input for the RAN PE secretariat under BNPT and provide a practical model for other organisations engaged in Preventing Violent Extremism (PVE) initiatives.

The research employs a qualitative field study design and analyses data using Kinsley's seven effectiveness indicators—structure, strategy, system, skills, style, staff, and shared values (Alam, 2017; Suwanda & Nugroho, 2022). Primary data was derived from document reviews, observations, and in-depth interviews with administrators and partners from PW Fatayat NU of West Java and East Java, including members of multistakeholder dialogue groups. Secondary data comes from the literature review. In particular, the study focuses on how this framework is operationalised through multistakeholder dialogue groups functioning as collaborative platforms at the local level.

A key component of this study involves examining the multistakeholder dialogue groups that act as pilot forums for collaborative counter-extremism initiatives in West Java and East Java. These groups bring together various actors, including government agencies such as the Provincial Social Service, Political and National Unity Agency, and the Women and Child Protection Agency (DP3AKB), which provide policy support, program oversight, and facilitate coordination across institutions. Social organisations within the groups—like the Indonesian Women's Coalition, PeaceGeneration, SEKODI, Jakatarub, Puspaga Surabaya, Embun Surabaya Foundation, and Empatiku—contribute by conducting community outreach, social rehabilitation, and advocacy efforts targeting populations vulnerable to radicalisation. Religious institutions, including PW Fatayat NU of West Java, Fatimiyah of IJABI (Indonesian Jamaah Ahlul Bayt Association, PUI (Muslim Unity), Muslimat, Naisyiatul Aisyiah, IPPNU (Nahdlatul Ulama Female Student Association), and LKP3A (Consultation institution for women's empowerment and child protection), Fatayat NU of East Java, offer religious legitimacy and faith-based peace-building frameworks that are critical to the cultural acceptance and success of de-radicalisation programs. This integrated multi-sector collaboration creates a comprehensive approach by leveraging each stakeholder's unique expertise and resources to address radicalism in their communities.

2. From Hard-line Enforcement to Community Empowerment: Indonesia's Shift in Counter-terrorism and De-radicalisation Strategies

The Indonesian government's policies to combat terrorism have evolved significantly, reflecting changing political contexts and security challenges. During the Old Order and New Order regimes, the government relied heavily on armed forces to combat terrorism (Pradnyana, 2022). However, the Reformasi period in Indonesia marked a shift towards treating terrorism as a criminal offence, despite its classification as an extraordinary crime (Hamzani, 2020). Since 2010, the establishment of the National Counter-terrorism Agency (BNPT) in Indonesia has increasingly adopted a soft approach, focusing on integrated actions to address radicalism at its roots (Pradnyana, 2022).

To adopt a more comprehensive approach to countering terrorism, the government enacted Presidential Regulation No. 7 of 2021, which establishes the National Action Plan for Preventing and Overcoming Violence-Based Extremism Leading to Terrorism for the period 2020–2024 (Panjaitan & Rahayu, 2023). This regulation delineates a tripartite strategic framework: (1) strengthening national preparedness by empowering communities, enhancing the capabilities of security apparatus, protecting critical infrastructure, advancing research on terrorism, and conducting detailed mapping of regions susceptible to radicalisation; (2) executing targeted counter-radicalisation initiatives; and (3) implementing de-radicalisation programs aimed at rehabilitating individuals influenced by extremist ideologies.

Counter-radicalisation is a complex process aimed at preventing individuals from adopting extremist ideologies that may lead to terrorism (Schmid, 2013). It involves strategic policies and interventions designed to address the root causes of radicalisation and build community resilience (Rogers, 2008). This approach seeks to halt the spread of radicalism through direct or indirect means, including counter-narratives, counter-propaganda, and ideological interventions (Agbedejobi, 2017). Meanwhile, de-radicalisation programs, distinct from counter-radicalisation, aim to reverse the

completed radicalisation process and reduce terrorism risks (Clutterbuck, 2015). It involves changing beliefs and embracing mainstream values, while disengagement refers to behavioural changes without necessarily altering ideological convictions (Rabasa, Pettyjohn, Ghez, & Boucek, 2010). It aims to transform the attitudes and behaviours of former terrorists, rejecting violence as a means to achieve ideological, religious, or political goals (Aslam & Bakar, 2020).

Despite the critical role women play in preventing extremism, many counter-terrorism and violent extremism prevention programs have historically overlooked gender perspectives (White, 2023). Women's capacity to respond to extremism varies widely, and their roles as policymakers, educators, community members, and activists are increasingly recognised at national and international levels (Taskarina, 2018). Governments and NGOs actively collaborate with local grassroots women's organisations to support and amplify women's involvement in de-radicalisation efforts (Scaramella & Viartasiwi, 2018). Suzanne Brenner's research shows that Indonesian women play a significant role in supporting their families and communities through economic activities and social care (Brenner, 2012). These contributions help reduce key factors that lead to radicalisation, such as poverty, lack of education, unemployment, and poor housing—issues often grouped as relative deprivation.

In alignment with these perspectives, Fatayat NU, an Islamic women's organisation, has become a pivotal actor in peace-building and counter-radicalism efforts. In 2017, the National Counter-Terrorism Agency (BNPT), in collaboration with PP Fatayat NU, initiated a program that trained 500 Anti-Terrorism and Radicalism Daiyah (female preachers) (Kompas, 2017). This initiative was further institutionalised through a Memorandum of Understanding signed in December 2020 between PW Fatayat NU of West Java and BNPT, with the objective of training 999 Daiyah Fatayat to support de-radicalisation and counter-radicalism initiatives. Concurrently, since 2017, PW Fatayat NU of East Java has actively supported female returnees and deportees affected by violent radicalism (Winarti, 2021). Between June 2020 and June 2021, PW Fatayat NU branches in West Java and East Java collaboratively implemented a program to map and assist women and children vulnerable to radicalism in Bandung and Surabaya (Hikmawati et al., 2024). This program effectively engaged local governments, social institutions, and Islamic women's organisations, fostering a multistakeholder and collaborative approach to countering radicalisation.

3. Organisational Effectiveness and Implementation of De-radicalisation Programs: A Comparative Analysis of PW Fatayat NU of West Java and East Java

The successful implementation and effectiveness of de-radicalisation and counter-radicalism programs by PW Fatayat NU of West Java and PW Fatayat NU of East Java require thorough evaluation. Effectiveness refers to the precision of application, the attainment of valuable outcomes, and the support for overarching goals. It is commonly measured by the extent to which quality, quantity, and time targets are fulfilled; greater achievement indicates higher effectiveness. Effectiveness measures how well individuals perform the tasks associated with their responsibilities within the organisation (Punto, 2015).

This study employs Kinsley's seven indicators of organisational effectiveness, originally developed in the early 1980s by Tom Peters and Robert Waterman at McKinsey & Company (Alam, 2017; Suwanda & Nugroho, 2022). The McKinsey 7-S framework encompasses seven interrelated variables: strategy and structure (the organisational "hardware"), style, system, staff, skills, and shared values (the organisational "software"). This holistic model has been widely adopted across various sectors to assess and improve organisational performance by ensuring alignment between tangible and intangible elements.

The evaluation approach integrates a responsive perspective, soliciting feedback from various stakeholders to capture diverse viewpoints. Effectiveness refers to the complete input-process-output cycle and measures how well PW Fatayat NU of West Java and East Java meet their objectives regarding quality, quantity, and timing and their success in achieving program goals. It ensures that the assessment measures technical outcomes and reflects stakeholder perceptions and contextual relevance of the interventions.
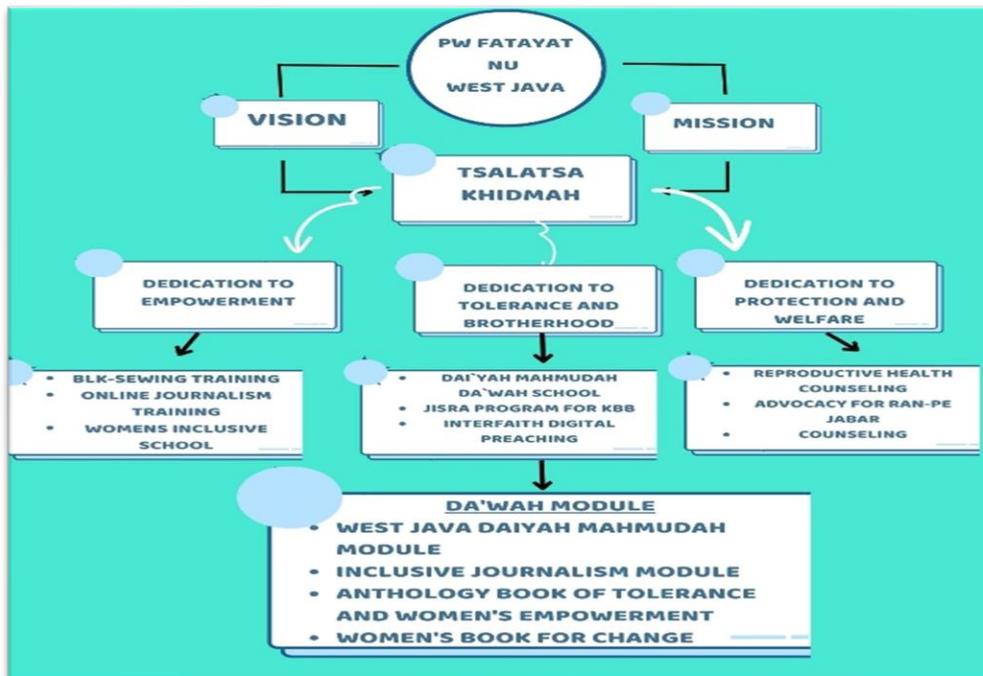
PW Fatayat NU of West Java

Strategy and Structure

PW Fatayat NU West Java's management structure for 2020–2025 reflects a renewed leadership committed to addressing contemporary challenges and achieving impactful program outputs. Under Hirni Kifa Hazefa's leadership, the organisation adopts a vision of managerial improvements and strategic goal fulfilment (Badriyah, Secretary PW Fatayat NU West Java, personal communication, May 10, 2021). The structure includes seven key fields aligned with PP Fatayat NU's SOP (Standard Operating System), enabling comprehensive organisational planning through mapping individual potential, developing timelines for short, medium, and long-term activities, and facilitating inclusive program discussions at management forums involving branch administrators throughout West Java.

An initial human resource assessment using professional consultants informed the organisation's "Magnetic Fatayat" strategy, aimed at optimising collaboration, enhancing integrity, and strengthening organisational competitiveness. The strategic plan elaborates work programs across fields with clear timelines spanning one to five years (Badriyah, Secretary PW Fatayat NU West Java, personal communication, May 10, 2021). Notably, the de-radicalisation and counter-radicalism program began in early 2020 with the "Handling and Assistance for Deportees and Returnees of Exposed Women and Children" initiative in partnership with INFID under the programme called HARMONI, managed by the Research and Development Division (Rachmi, Head of R&D PW Fatayat NU West Java, personal communication, May 6, 2021).

Partners recognise the coordination and command flow as effective and aligned with organisational strategy, as seen in Picture 1.

Picture 1: Fatayat NU West Java's Structure Chart of the prevention and assistance program for Women and Children Exposed to Violent Radicalism

System

The system in the program includes a management information system, capital allocation, compensation mechanisms, and innovation processes, all contributing to daily operational effectiveness. The management information system incorporates SWOT analysis outcomes, communication via WhatsApp groups for administrators, a collaborative website with the West Java PWNU (Nahdlatul Ulama Provincial branch) Media Center, and dedicated social media management. Capital allocation relies on internal funding sourced through charitable contributions and strategic partnerships, as Fatayat NU operates as a non-profit organisation. The compensation system ensures equitable distribution according to SOPs developed with consultant input. Innovation efforts involve continuous managerial system improvements and openness to change through regular evaluation and reflection.
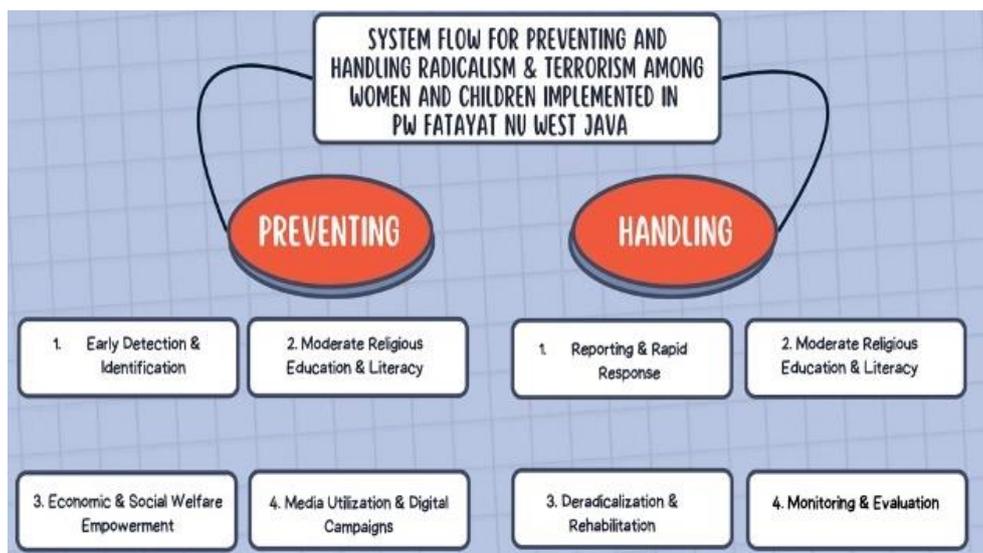
Picture 2: The system for preventing and treating women and children exposed to radicalism and violent extremism, which PW Fatayat NU West Java has implemented

The system of preventing radicalism and terrorism among women and children implemented in PW Fatayat NU of West Java provides stages as seen in Picture 2, including early detection and identification, moderate religious education and literacy, economic and social welfare empowerment, and media utilisation and digital campaign. Meanwhile, several stages of the handling programme include reporting and rapid response, moderate religious education and literacy, de-radicalisation, and rehabilitation, monitoring, and evaluation.

Skill

A comprehensive initial assessment maps the potential and character of all administrators, informing work division and capacity-building initiatives. Capacity development offers professional training in communication, organisational skills, writing, and the creative economy. The trust earned from partners and communities in program managers' skills is a critical asset, warranting ongoing enhancement.

Style

Leadership style positively influences organisational success. PW Fatayat NU of West Java's leadership encourages impactful program outputs, extraordinary methods, and robust coordination with supporting stakeholders. Leadership optimizes members' abilities to align with their skills, emphasising organisational rather than personal interests. Weekly monitoring and evaluation ensure

close oversight of program development (Rachmi, Head of R&D PW Fatayat NU of West Java, personal communication, May 6, 2021).

Staff

Staff competencies are matched to organisational needs by using recruitment, training, motivation, and management systems. Responsibilities are evenly distributed to avoid overlap and ensure a balanced allocation of roles and tasks.

Share Value

Fatayat NU's SOP articulated that organizational culture promotes performance and ideological principles. Ongoing training strengthens and sustains these values, while forums address cultural misalignments through innovation. The organisation prioritises equitable and grassroots-focused program impacts.

PW Fatayat NU of East Java

The program "Prevention and Assistance for Women and Children Exposed to Violent Radicalism" implemented by PW Fatayat NU of East Java, based on Kinsley's analysis, can be described as follows:

Structure

PW Fatayat NU East Java integrates de-radicalisation efforts within programs closely connected to cadres and members. Its 2019–2024 service period emphasises preventing and assisting women and children exposed to violent radicalism through *Tis'u Himmat* (nine exceptional programme), a comprehensive strategic framework (see Picture 3). Key programs include cadre formation incorporating radicalism awareness, the "1001 Daiyah Fatayat" initiative to promote mass daiyah involvement at branch levels, and "Gafantara," a health-focused program for santri students addressing physical and spiritual well-being to counter radical religious styles.
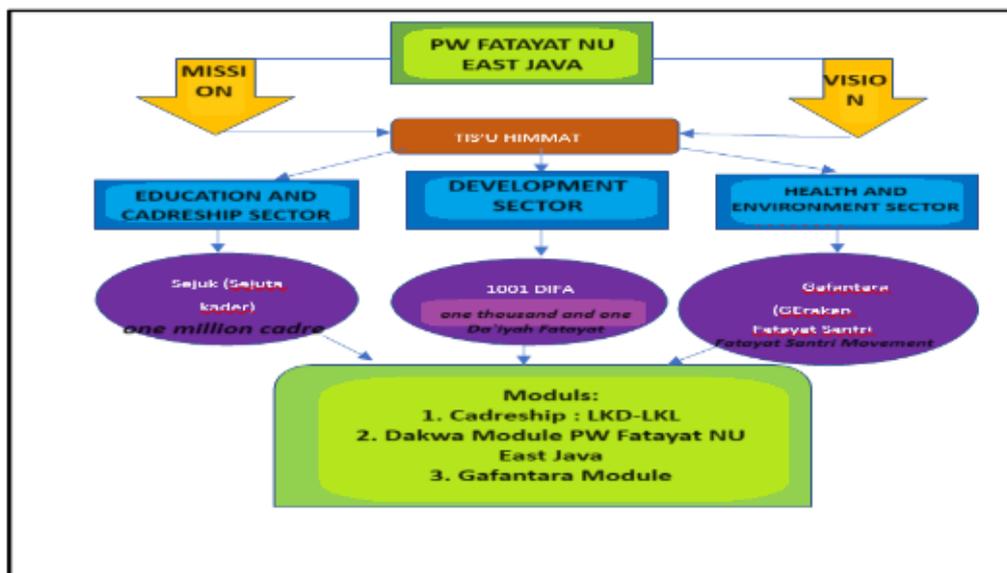
Picture 3: Fatayat NU East Java's Structure Chart of the prevention and assistance program for Women and Children Exposed to Violent Radicalism

System

Implemented since 2017, the system encompasses internal and external program components based on Nahdlatul Ulama's ideology. It supports integrated planning, data collection, mentoring, and evaluation, contributing to PW Fatayat NU of East Java's growing program management experience (see Picture 4).
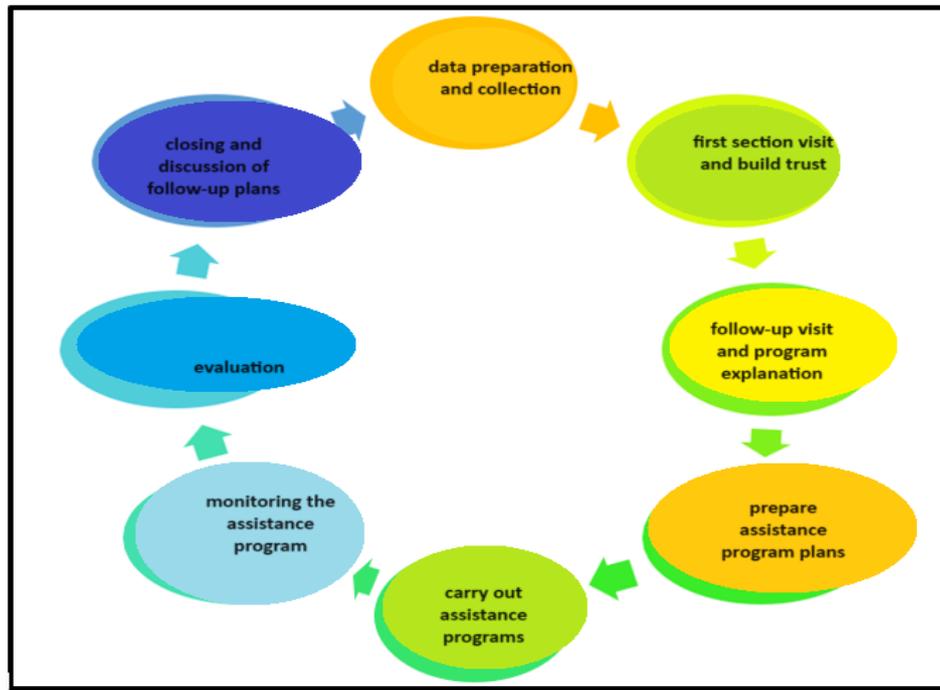
Picture 4: The system for preventing and treating women and children exposed to radicalism and violent extremism, which PW Fatayat NU East Java has implemented.

Skill

Implementers receive training in early detection of radicalism, community coordination, daiyah training, and accompaniment for returnees and deportees. Sensitivity, information gathering, lobbying, and policy advocacy skills are crucial for supporting victim reintegration and program success.

Style

Dewi Winarti, as a leader of PW Fatayat NU of East Java, mobilised individual potential at all levels, from the provincial to the grassroots, in dynamic and innovative leadership (Personal communication, August 20, 2025).

The leadership fosters organisational cohesion and program content development, matching the vision of empowering women and combating radicalism.

Staff

Human resources provide facilitators for early detection, accompaniment teams, policy advocates, cadre trainers, widespread daiyah leaders, and module writers. These personnel ensure broad program reach and policy coherence.

Share Value

Confidentiality, empathy, egalitarianism, mutual trust, and cooperation underpin program implementation. These values facilitate sensitive communication with victims and promote effective reintegration by addressing basic rights and social needs.

4. Evaluation of Program Strengths and Areas for Improvement

Following Kinsley's seven-element organisational model—structure, strategy, system, skills, style, staff, and shared values—this study assessed the effectiveness of de-radicalisation and counter-radicalism programs implemented by PW Fatayat NU of West Java and PW Fatayat NU of East Java. Data were collected through Focus Group Discussions (FGDs) involving partners from the West Java Multistakeholder Dialogue, including representatives from Jakatarub, PeaceGeneration, Indonesian Women's Coalition (KPI), Bandung, and West Java City Social Services, SEKODI, FKPT (Coordination forum for terrorism prevention) West Java, and West Java Bakesbangpol (National and political unity agency) (Hikmawati, 2021). Similarly, the East Java Multistakeholder Dialogue included representatives from LKP3A Fatayat NU East Java, Puspaga Surabaya, DP3AK (Office of women's empowerment, child protection, and population) East Java, Bakesbangpol East Java, FKTP East Java, and Gusdurian Jatim (Rachmawati, 2021). These stakeholders actively participated in de-radicalisation and counter-radicalism efforts.

The Focus Group Discussion (FGD) revealed several strengths and areas for improvement in the de-radicalisation and counter-radicalism programs implemented by PW Fatayat NU West Java and East Java, evaluated according to organisational elements. These insights reflect the practical experiences and perceptions of diverse stakeholders actively engaged in the programs, providing valuable feedback for enhancing program effectiveness and sustainability. These findings offer a comparative lens to assess how organisational components differ in practice between the two regions.

Regarding structure, all participants from West Java agreed that a clear organisational framework, responsibility matrix, and coordination flow were well-established and functional. In contrast, participants from East Java indicated that such formalised structures were not yet fully developed or in place. For strategy, West Java's program follows a well-defined timeline encompassing planning, implementation, evaluation, and reflection stages. East Java, meanwhile, employs a method guided by the "4 M's" — man, money, mission — supported by adequate infrastructure and financing. However, respondents from East Java suggested that the strategy requires expansion and intensification to achieve a more significant impact.

Concerning the system, West Java benefits from established communication platforms, including WhatsApp groups, Instagram, YouTube, and an official website, which facilitate information dissemination and stakeholder engagement. East Java's system, while operational, needs to enhance its use by increasing the amount of information shared, improving communication methods, ensuring consistency, fostering innovation, and applying strategies more effectively. The skills component showed that West Java's program staff generally possess competencies aligned with their responsibilities. Conversely, East Java's participants emphasised enhanced professional competence across program implementations.

Regarding style, active participation from organisers in West Java fosters open and responsible discussions, promoting positive norms and values. The program also demonstrates innovation and adaptive decision-making in response to challenges. In East Java, the power and reach of advocacy efforts were identified as needing reinforcement. As for staff, West Java has access to competent human resources capable of carrying out program objectives. East Java, however, requires an expansion in trained, professional, and skilled personnel to strengthen program delivery.

In a nutshell, both provinces demonstrated strong shared values. West Java participants highlighted their engagement in knowledge sharing through FGDs, seminars, and training, as well as enthusiasm-building, institutional coordination, and policy advocacy. It included significant involvement in securing the issuance of the West Java governor's decision on RAD-PE, social reintegration efforts with terrorist prisoners in Bandung City Prisons, and contribution to technical guidebooks developed in collaboration with INFID under the HARMONI programme. East Java participants reported similar activities, including policy advocacy leading to the governor's decision on RAD-PE in their region, social reintegration and assistance programs for deportees and returnees in Lamongan, and participation in guidebook preparation.

Despite these strengths, recommendations emerged for both regions. West Java respondents suggested enhancing conflict management approaches, adopting humanist strategies towards intolerant groups, amplifying counter-narratives on social media, increasing dedicated budgets, implementing specific regulations for deportees and returnees, and intensifying mobilisation and socialisation efforts targeted especially at millennial groups. They also noted the importance of religious education rooms for civil servants. East Java respondents recommended strategic reviews by the governor on critical issues, stronger coordination with the regional parliament to promote the program, securing budgets across local government agencies for handling deportees and returnees, ongoing socialisation regarding radicalism prevention, comprehensive outreach, field monitoring and evaluation, strict adherence to technical guidelines, and the development of best practice documentation for handling and assisting returning women and children exposed to radicalism.

Overall, the program effectiveness at PW Fatayat NU of West Java and East Java reflects moderate to high achievement across Kinsley's indicators. Strategic alignment with organisational goals and culture, consistent human resource deployment, program quality, and external social expectations contribute to this effectiveness. However, FGDs reveal significant recommendations, especially regarding strategic scaling, communication consistency, professional capacity building, advocacy, and human resource strengthening. Despite these achievements, several structural and operational challenges hinder the programs' broader impact.

These findings align with prior studies indicating that Community Service Organisations (CSOs) contribute meaningfully to Countering Violent Extremism (CVE) through de-radicalisation and counter-radicalism efforts. Yet, challenges persist, including limited professional personnel, difficulties in achieving integrated coordination and collaboration, inconsistent institutional-governmental partnerships, and the rapid evolution of radical activities that compete with CVE progress. In light of these persistent challenges, the study underscores the importance of strengthening internal organisational systems to support more resilient and coordinated CVE efforts.

This study contributes to the literature by emphasising the critical role of professional organisational management systems in enhancing CVE outcomes. It highlights that legal and regulatory support at the city, district, and village levels is vital for sustainable CVE activities. The findings underscore that many CSOs and religious organisations operate independently with limited regional backing due to regulatory gaps. As the government increasingly embraces a whole-of-government approach, it opens pathways for structured collaboration between state and civil society.

Consequently, CSOs must strive to professionalise organisational management to maximise program impact and counter radicalism more effectively. The study recommends a collective movement among CSOs toward sustained organisational capacity building and urges local governments to facilitate competency training focused on long-term sustainability rather than one-off sessions.

5. Integrating Defensive Measures and Enhancing Institutional Capacity

This study reveals important insights into the effectiveness of de-radicalisation and counter-radicalism programmes implemented by PW Fatayat NU of West Java and PW Fatayat NU of East Java, which align with broader global and national strategies for countering terrorism. Consistent with the literature, effective counter-terrorism requires a comprehensive mix of military and non-military strategies. While military interventions are vital for weakening the operational capabilities of terrorist groups, non-military approaches such as de-radicalisation, rehabilitation, and reintegration address the root causes of extremism and sustain long-term peace (Onapajo & Ozden, 2020). The programs studied here emphasised non-military dimensions through community engagement, capacity building, and social reintegration efforts, affirming the necessity of holistic strategies highlighted in international scholarship (Hearne, 2012; Hettiarachchi, 2019).

The findings highlight the importance of integrating defensive measures such as intelligence, surveillance, and protective actions within a broader social framework. While the programs by PW Fatayat NU incorporate grassroots empowerment and policy advocacy, stakeholder feedback indicates

a need to strengthen communication platforms, advocacy power, and professional competencies—areas critical to enhancing intelligence and preventive measures (Cusson, James, & Hassid, 2016; Perry, Weisburd, & Hasisi, 2017). This finding suggests that non-military strategies, while vital, must be supported by robust systems for information dissemination and institutional coordination.

Further, the role of women within these programs underscores a key emerging paradigm in de-radicalisation efforts. Aligning with Taskarina's findings (Taskarina, 2018), this research demonstrates that women act as beneficiaries and active agents of change in countering violent extremism (CVE). Fatayat NU's strategic deployment of female preachers for peace messaging and ideological education corresponds with global calls to incorporate gender-sensitive approaches in counter-terrorism (Lamb, 2014). Women's roles in social support, economic empowerment, and ideological resilience counteract relative deprivation, significant drivers of radicalisation (Poni, Kambellari, Zeneli, & Baci, 2021).

The challenges the programs encounter, including structural weaknesses and limited professional capacity, reflect broader obstacles observed in de-radicalisation initiatives worldwide. The Nigerian experience, for example, illustrates how inadequate program structures can inadvertently exacerbate violent extremism (Onapajo & Ozden, 2020). PW Fatayat NU's continual efforts to enhance organisational management, skill development, and stakeholder collaboration align with recommended best practices to overcome such pitfalls (Yumitro, Febriani, Roziqin, & Abhiyoga, 2025).

Narrative strategies play a vital role, particularly using counter-narratives to challenge and dismantle extremist ideologies. This approach aligns with recent research by Norris (2024), highlighting their potential effectiveness (Norris, 2024). However, the call for further research on narrative efficacy implies that programs like those by PW Fatayat NU should continue to innovate and evaluate their messaging approaches to maximise impact.

Sustainable rehabilitation and reintegration are key to preventing recidivism among former extremists (Hettiarachchi, 2019). Fatayat NU provides ongoing support to returnees and deportees, including social reintegration activities, highlighting the importance of continuous community engagement and reconciliation. Rather than one-time interventions, sustained involvement is essential for achieving lasting results—an approach strongly supported by research and demonstrated by the successful aspects of the programs evaluated.

At the national level, these grassroots programs complement broader counter-terrorism strategies such as the UK's CONTEST framework and the US's comprehensive preventive approaches (Skoczylis, 2015). Moreover, the emphasis on multistakeholder dialogue and collaborative governance within PW Fatayat NU's efforts resonates with calls for diplomatic deterrence and international cooperation to delegitimise terrorism globally (Munoz & Crosston, 2015). This alignment between local initiatives and global strategies underscores the potential of community-based models to contribute meaningfully to national and international CVE efforts.

6. Conclusions

The analysis of the RAD-PE program implementation in West Java and East Java reveals both similarities and differences across the seven organisational elements: structure, strategy, system, skills, style, staff, and shared values. Respondents acknowledge the existence and positive impact of organisational structures and procedures in both regions. While communication platforms are available in both provinces, East Java requires improved utilisation to enhance program outreach. Job responsibilities are assigned based on individual competencies; however, there is still a significant need for professional capacity development in both areas. West Java and East Java exhibit active participation and decision-making; however, advocacy efforts in both regions require further strengthening. West Java contributes valuable insights, knowledge dissemination, and policy advocacy, particularly emphasising social reintegration at Bandung City Prisons. Similarly, East Java focuses on these efforts within the Lamongan area. Their strategic approaches incorporate conflict management, humanistic methods, counter-narratives, budget allocation, specific regulations, religious development, and social mobilisation to combat radicalism and terrorism effectively. Collaboration

with diverse stakeholders and adherence to technical guidelines emerge as vital recommendations for program success.

Based on the application of Kinsley's seven indicators, PW Fatayat NU of West Java and PW Fatayat NU of East Java have made substantial progress in strengthening organisational structure, formulating effective strategies, enhancing skills, modernising leadership styles, organising competent staff, and fostering shared values. These efforts demonstrate their commitment to adopting an ideal organisational model that is professional, innovative, and adaptive to change. By mapping members' potential to appropriate roles, they have optimised performance, achieving outcomes imbued with shared values that generate meaningful social impact.

Thus, this study contributes to existing knowledge by contextualising PW Fatayat NU's de-radicalisation and counter-radicalism programs within global counter-terrorism paradigms. It underscores the importance of professional organisational management, gender-inclusive approaches, integrated defensive and non-military strategies, and sustained rehabilitation efforts. To enhance program effectiveness, recommendations include strengthening communication infrastructures, expanding professional training, intensifying advocacy, and fostering deeper collaboration between government agencies and civil society organisations. Future research should explore the longitudinal impact of these programs, particularly the efficacy of narrative strategies and the role of women as agents of change. Furthermore, comparative studies across regions may identify best practices adaptable to diverse socio-political contexts.

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