

Strategic Communication Model for Terrorism Prevention Based on Cultural Intelligence (CQ) (*An Integrative Study of BNPT, BIN, and Densus 88 AT*)

Dedi Prasetyo¹, Made Wilantara²

¹Professor, PTIK-STIK (Police Science Higher Education Institution)

²Jayabaya University, Jakarta

Email: drmadewilantara@gmail.com

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Abstract

This study aims to develop a Cultural Intelligence (CQ)-based strategic communication model for terrorism prevention across three key national security institutions: the National Counterterrorism Agency (BNPT), the State Intelligence Agency (BIN), and the Special Detachment 88 Anti-Terror (Densus 88 AT). The research employs a qualitative approach with a multiple case study design. Data were collected through in-depth interviews, non-participant observation, and document analysis involving key informants across institutions. The findings indicate that although the three institutions have incorporated cultural sensitivity into their communication practices, the implementation remains partial, sectoral, and not yet systemically orchestrated. Four major patterns were identified: (1) CQ still operates implicitly and has not been institutionally standardized; (2) intelligence products have not been fully translated into culturally resonant communication narratives; (3) inter-agency communication orchestration continues to face bureaucratic silo barriers; and (4) the digital radicalization ecosystem is evolving faster than the state's strategic communication response. Through cross-case synthesis, this study formulates an Integrated CQ-Based Strategic Communication Model consisting of five layers: intelligence sensing, cultural mapping, narrative engineering, collaborative orchestration, and an adaptive feedback loop. The model demonstrates that high CQ integration contributes to strengthening public trust, enhancing prevention effectiveness, and reducing social resistance. This study enriches the field of security communication while offering an operational framework for more adaptive, human-centered, and sustainable counterterrorism strategies in Indonesia.

Keywords: Strategic Communication, Cultural Intelligence, Terrorism Prevention, Inter-Agency Collaboration

Introduction

Amid increasingly complex global security dynamics, terrorism is no longer merely a physical threat rooted in violence; it has evolved into an ideological warfare that infiltrates cultural and identity fault lines. Indonesia, with its vast sociocultural diversity, constitutes a uniquely challenging arena for deradicalization and terrorism prevention efforts. To date, security approaches have often been technocratic and repressive. However, the persistence of deeply rooted radicalism indicates the presence of a “communication disconnect” between policymakers and the cultural realities at the grassroots level.

At the same time, contemporary terrorism demonstrates a significant shift, from conventional violent acts toward more complex, decentralized forms that exploit digital spaces. In Indonesia, this evolution is increasingly shaped by identity politics, social grievances, and the manipulative exploitation of religious and cultural narratives. Security approaches that rely solely on law enforcement have proven insufficient to sustainably reduce the roots of

radicalization. Therefore, terrorism prevention requires a strategic communication approach capable of reading, understanding, and intervening within the sociocultural ecosystems in which extremist ideologies develop.

Accordingly, the threat of terrorism has become more multidimensional. In Indonesia, terrorism not only endangers national security but also threatens social cohesion, political stability, and the country's international reputation. Prevention efforts have traditionally relied on security, legal, and intelligence measures. Yet the complexity of ideology, transnational networks, and the cultural dynamics of society necessitates a more adaptive strategy grounded in Cultural Intelligence (CQ).

Within this context, strategic communication based on Cultural Intelligence (CQ) becomes both relevant and urgent. Cultural Intelligence, initially conceptualized by Aytemiz (2006) is defined as the capability of individuals or organizations to function effectively in culturally diverse situations. In terrorism prevention, CQ goes beyond merely understanding "other cultures"; it entails the ability to comprehend the values, symbols, narratives, and internal logics employed by radical groups, while simultaneously formulating counter-communications that resonate with target audiences without losing legitimacy in the eyes of the broader public.

The urgency of Cultural Intelligence (CQ) also lies in its capacity to manage message impression effectively within culturally diverse environments. In terrorism prevention, CQ enables state actors to decode local narratives distorted by extremist groups, build trust with vulnerable communities, and design counter-radicalization messages that are linguistically and emotionally relevant to target audiences.

Theoretically, Cultural Intelligence offers a pertinent framework to bridge this gap. Contemporary security studies demonstrate that cultural sensitivity significantly affects the effectiveness of counter-radicalization, public acceptance of deradicalization programs, and the legitimacy of law enforcement actions. Nevertheless, studies that explicitly integrate CQ into strategic communication models for terrorism prevention in Indonesia remain limited, particularly those mapping inter-agency orchestration among national security institutions.

Thus, CQ-based communication strategies have the potential to strengthen public trust, reduce radicalization risks, and enhance the effectiveness of deradicalization programs. This is because CQ enables strategic communication that is not merely repressive, but also persuasive, inclusive, and culturally resonant.

This study focuses on three principal pillars of Indonesia's security architecture: (1) BNPT (National Counterterrorism Agency) as the policy coordinator and the frontline of the soft-approach (deradicalization); (2) BIN (State Intelligence Agency) as the provider of strategic intelligence requiring accurate sociopolitical situational awareness; (3) Densus 88 AT (Anti-Terror Detachment 88) as the operational enforcement unit that has increasingly adopted a more human-centered preventive approach.

These three institutions have performed their respective functions, from early detection and counter-radicalization to enforcement. However, a persistent challenge remains: the suboptimal integration of strategic communication that is sensitive to Indonesia's local cultural diversity. In many cases, culturally insufficiently contextualized approaches risk generating social resistance, public distrust toward authorities, and even the reproduction of new grievances at the community level. Frequently, these institutions operate within bureaucratic silos.

This institutional fragmentation becomes more complex in the context of rapid information ecosystem transformation in the digital era. Communication technology disruption has

reshaped the diffusion of radical ideology from hierarchical patterns into fluid, viral, and network-based forms, thereby narrowing the response space for partial and sectoral institutional approaches. In other words, the challenge is no longer merely inter-agency coordination, but also the collective capacity to interpret and manage rapidly evolving cultural dynamics in both physical and digital spaces. At this juncture, the need for an integrated strategic communication model grounded in Cultural Intelligence becomes increasingly urgent.

Moreover, digital transformation has accelerated the diffusion of extremist ideology through mechanisms such as echo chambers, micro-targeting, and identity-based propaganda. This condition demands communication approaches that are not only reactive but also predictive and culturally adaptive. Without a Cultural Intelligence, based communication framework, counter-narrative programs risk becoming generic, locally non-resonant, and ineffective in building public trust, the primary prerequisite for sustainable security.

Based on these considerations, the research question is formulated as follows: How can the integration of Cultural Intelligence (CQ) within the strategic communication model of BNPT, BIN, and Densus 88 AT optimize the effectiveness of terrorism prevention in Indonesia? The objectives of this study are: (1) to analyze the implementation of Cultural Intelligence components (cognitive, motivational, and behavioral) in the terrorism prevention communication strategies of the three institutions; (2) to identify CQ-based challenges and best practices in the field; (3) to formulate an integrated strategic communication model that is contextualized to Indonesia's cultural diversity and the dynamics of contemporary terrorism threats.

Academically, this research contributes to the enrichment of security communication studies through the integration of the Cultural Intelligence perspective. Practically, the resulting model is expected to serve as a reference for strengthening national policies and strategies for more humane, legitimate, and sustainable terrorism prevention. To date, no comprehensive study has integrated these three institutions within a single Cultural Intelligence framework to assess the extent to which their strategic communications are grounded in a deep understanding of Indonesia's cultural diversity and the narrative logic of terrorist groups. Ultimately, this model is expected to provide both theoretical and practical contributions to strengthening national resilience through culturally intelligent communication, so that terrorism prevention no longer relies solely on force and legal instruments, but also on a profound understanding of the hearts and minds of society.

Theoretical Framework

Recent studies indicate that effective counterterrorism strategies must combine law enforcement with ideological and social interventions to address the roots of radicalization (Sydes et al., 2023). In the Indonesian context, this approach has become increasingly relevant as terrorism patterns evolve adaptively, exploiting digital spaces and fluid social networks (Sutawijaya, 2023). Therefore, the development of a strategic communication model grounded in Cultural Intelligence (CQ) requires a robust theoretical foundation that integrates perspectives from strategic communication, intelligence studies, deradicalization, and cultural intelligence.

Conceptually, strategic communication is understood as a planned and coordinated process aimed at influencing the perceptions, attitudes, and behaviors of target audiences in order to achieve organizational or state objectives. In counterterrorism, strategic communication functions as a soft power instrument that complements coercive measures. Recent research shows that the success of deradicalization programs is strongly influenced by the quality of communication established between the state and target groups (Anisa & Syauqillah, 2023;

Haryanto, 2022). Communication, therefore, is no longer merely supportive but constitutes a core component in the architecture of modern terrorism prevention.

At the same time, the strategic intelligence literature emphasizes the importance of early detection capabilities in identifying patterns of radicalization through social network mapping and community vulnerability analysis. Empirical studies in Indonesia demonstrate that strengthened strategic intelligence can identify patterns of radical diffusion in areas with high exposure to terrorism convicts and their affiliated networks (Costazolanitova et al., 2023). However, intelligence effectiveness depends not only on data accuracy but also on the institutional capacity to translate intelligence findings into culturally contextualized communication interventions.

It is at this juncture that the concept of Cultural Intelligence (CQ) becomes highly relevant. CQ refers to the capability of individuals or organizations to function effectively in culturally diverse situations. Contemporary literature affirms that CQ consists of four primary dimensions, metacognitive, cognitive, motivational, and behavioral, which collectively determine the success of cross-cultural interactions (Ang & Van, 2015). In the context of preventing extremism, cultural sensitivity has been shown to enhance the legitimacy of deradicalization programs, strengthen community trust, and reduce resistance toward security apparatuses (Bakker, 2022).

Digital transformation further reinforces the urgency of integrating CQ into counterterrorism communication. Extremist groups now leverage social media for propaganda, recruitment, and identity reinforcement through echo chamber mechanisms. Recent data indicate that the intensity of radical content in cyberspace remains high and requires sustained strategic responses (BNPT, 2025). This condition calls for communication approaches that are adaptive, data-driven, and sensitive to digital cultural dynamics, not merely incident-responsive.

Moreover, inter-agency collaboration has emerged as a determining factor in the effectiveness of terrorism prevention. Studies on national security collaboration demonstrate that policy synergy, integrated operations, and community empowerment contribute positively to national resilience, although challenges such as overlapping authority and limited coordination persist (Nooryadi et al., 2025; Sofyan & Priyanto, 2025). These findings reinforce the need for an integrative model capable of orchestrating the roles of intelligence, deradicalization, and enforcement institutions within a CQ-based strategic communication framework.

Based on this synthesis of the literature, the theoretical framework of this study positions strategic communication as the orchestration mechanism, Cultural Intelligence as the core collaborative capability, and inter-agency coordination as the enabling structure in terrorism prevention. The proposed conceptual model assumes that the higher the level of CQ integration in intelligence sensing, narrative engineering, and precision enforcement, the greater the effectiveness of radicalization prevention and the social legitimacy of security institutions. This framework simultaneously bridges the gap between hard security approaches and soft engagement within contemporary security communication studies.

State of the Art and Novelty

Developments in terrorism prevention studies between 2021 and 2025 reveal a growing consensus that purely repressive security approaches are increasingly inadequate in addressing contemporary extremism. Recent systematic reviews emphasize that effective Preventing Violent Extremism (PVE) strategies must adopt a social-ecological and community resilience perspective, as individualistic approaches have proven less effective than network-based interventions (Amit & Kafy, 2022). In parallel, comparative global policy studies indicate that participatory and community-based models tend to be more sustainable than militaristic top-

down approaches, largely due to social legitimacy and public trust factors (Uzair & Shah, 2025). These findings mark a state-of-the-art shift toward more communicative and context-sensitive prevention paradigms.

At the psychosocial level, recent research reveals that perceived cultural threat is significantly correlated with support for extremism through mechanisms related to the need for cognitive certainty (Obaidi et al., 2023). More recent studies further demonstrate that the motivational dimension of Cultural Intelligence can function as a protective factor against tendencies toward political violence, although its effect may weaken when individuals experience strong existential pressures (Awadallah et al., 2025). These developments reinforce the argument that cultural and cognitive variables must be positioned as core elements in prevention strategy design rather than merely contextual factors.

Within the communication domain, recent research highlights the expanding role of the digital media ecosystem in radicalization dynamics. Studies on transmedia organizing in Indonesia show that multi-platform P/CVE initiatives can broaden public participation and strengthen the identity of counter-extremism movements (Widjanarko & Chusjairi, 2025). Furthermore, research on former terrorist offenders' use of social media underscores the importance of communicator credibility in building "community immunity" against extremist propaganda (Widjanarko et al., 2025). Nevertheless, most communication studies still focus on civil society actors, with limited examination of communication orchestration among state security institutions.

Recent developments also show increasing attention to identity and gender dimensions in radicalization processes. CVE intervention studies find that constructions of masculinity play a complex role in vulnerability to extremism, suggesting that prevention programs must be more sensitive to social identity dynamics (Stahl et al., 2024). Meanwhile, critical terrorism studies emphasize the need to move beyond traditional counterterrorism paradigms toward more reflexive, contextual, and interdisciplinary approaches. This trajectory indicates that the state of the art in this field is moving toward integrating security, cultural, and communication perspectives.

From a technological standpoint, recent literature confirms that artificial intelligence and social media algorithms have transformed the landscape of radicalization, including recruitment and digital propaganda processes. Current analyses show that the digital ecosystem enables extremism to evolve more rapidly and in highly segmented forms, thereby demanding adaptive and data-driven counterterrorism approaches (Ganaie, 2026). However, most existing models remain oriented toward content detection or technical analytics and have not yet integrated the cultural intelligence dimension into institutional communication strategies.

Based on this literature mapping, several prominent research gaps emerge. First, although contemporary PVE research emphasizes community engagement and psychocultural factors, few studies explicitly integrate Cultural Intelligence into the strategic communication architecture of security institutions. Second, counter-extremism communication studies remain fragmented across media, psychology, and policy approaches, lacking a comprehensive multi-agency orchestration model. Third, despite extensive discussion of digital transformation, the operational integration of cultural intelligence, strategic communication, and digital ecology remains limited.

Addressing these gaps, this study offers novelty at several levels. First, it positions Cultural Intelligence as a core strategic capability in communication-based terrorism prevention rather than merely a psychological moderating factor. Second, it develops a multi-agency security communication orchestration model linking intelligence, deradicalization, and enforcement

functions within a unified strategic communication cycle. Third, it integrates a physical–digital communication ecology perspective into radicalization prevention analysis. Fourth, the proposed model is operational and measurable, enabling future empirical testing.

Accordingly, the contribution of this study lies in bridging the fragmentation of the literature across strategic communication, Cultural Intelligence, and modern counterterrorism studies. Theoretically, it expands the horizon of culturally grounded security communication. Practically, the resulting model has the potential to serve as an implementable framework for strengthening a more adaptive, legitimate, and sustainable national terrorism prevention strategy.

Methods

This study adopts a qualitative approach with a multiple-case study design to obtain an in-depth, contextual, and holistic understanding of the Cultural Intelligence (CQ)–based strategic communication model for terrorism prevention within Indonesia’s National Counterterrorism Agency (BNPT), State Intelligence Agency (BIN), and Special Detachment 88 Anti-Terror (Densus 88 AT). The choice of approach is grounded in the nature of the phenomenon under investigation, namely communication practices, meaning construction, and inter-agency relational dynamics, which are inherently complex, contextual, and not adequately reducible to numerical indicators. The primary orientation of this research is not frequency measurement or statistical generalization, but rather the exploration of how Cultural Intelligence is operationalized, negotiated, and institutionalized within strategic counterterrorism communication practices. The multiple-case design enables cross-institutional comparative analysis while allowing the identification of convergent and divergent communication patterns.

Epistemologically, this study is situated within a constructivist–interpretive paradigm that views strategic communication reality as socially constructed through the interaction of actors, cultural contexts, institutional structures, and surrounding power dynamics. Within this paradigm, meaning is neither singular nor objective but is produced intersubjectively through communicative practices. Accordingly, the researcher functions as the primary human instrument who reflexively interprets empirical data through a dialogical process linking field data, theoretical frameworks, and contextual sensitivity. This reflexive position requires the researcher to maintain methodological self-awareness throughout data collection and analysis.

The research was conducted across three key institutions within Indonesia’s national counterterrorism ecosystem: BNPT as the coordinator of deradicalization and counter-radicalization policy, BIN as the producer of strategic intelligence and early warning systems, and Densus 88 AT as the law enforcement executor increasingly integrating a preventive-humanistic approach. The unit of analysis focuses on strategic communication practices in terrorism prevention, encompassing: (1) counter-radicalization communication strategies; (2) integration of Cultural Intelligence in communication operations; (3) inter-agency communication coordination patterns; and (4) narrative construction, framing, and culturally grounded approaches in prevention efforts. This delineation enables the study to capture both structural and praxis dimensions of communication in the field.

Research subjects were determined through purposive sampling and subsequently expanded using snowball sampling to identify key informants possessing in-depth knowledge and direct involvement in strategic communication practices. Informant criteria included structural or functional officials involved in terrorism prevention programs, intelligence or strategic communication analysts, and deradicalization or counter-narrative practitioners. The number of informants remained flexible following the principle of data saturation, with an initial cohort

of 12 cross-agency informants and the possibility of expansion should analytical depth not yet be achieved.

Data collection employed methodological triangulation through a combination of in-depth interviews, non-participant observation, and document analysis. Semi-structured in-depth interviews were conducted to allow flexible yet focused exploration of Cultural Intelligence meaning construction, strategic communication practices, inter-agency coordination barriers, and counter-narrative innovations developed by each institution. Interviews were conducted both face-to-face and online, with an average duration of 60–90 minutes per informant and recorded with participant consent. Non-participant observation was selectively undertaken in coordination forums, socialization or deradicalization activities, and, where access permitted, the production processes of counter-radical messaging. Observational focus included communication dynamics, the use of cultural symbols, interaction patterns among actors, and institutional representation practices. Document analysis covered policies and regulations, counterterrorism communication guidelines, annual reports, counter-narrative materials, and official institutional publications to identify the formal construction of communication strategies and the integration of cultural dimensions.

Data analysis followed the interactive model of Miles, Huberman, and Saldaña, proceeding cyclically and iteratively through three main stages: data reduction, data display, and conclusion drawing and verification. During data reduction, the researcher conducted verbatim transcription, open coding, and initial categorization focused on Cultural Intelligence and strategic communication themes. Data display involved the development of cross-agency matrices, communication process maps, and provisional conceptual models to facilitate pattern recognition. Conclusion drawing was conducted through pattern matching and cross-case synthesis to construct an integrative CQ-based strategic communication model. To enhance analytical rigor, the study also employed thematic analysis, the constant comparative method, and continuous analytic memo writing throughout the research process.

Trustworthiness was ensured through four qualitative rigor criteria. Credibility was strengthened through source and method triangulation, member checking with key informants, and prolonged engagement in the field. Transferability was pursued through the development of thick description detailing institutional contexts and research settings, enabling readers to assess the applicability of findings to other contexts. Dependability was maintained through a comprehensive audit trail documenting the entire research process and peer debriefing with academic colleagues. Confirmability was safeguarded through the researcher's reflexive journal and systematic documentation of analytic procedures to ensure that findings are grounded in empirical data rather than subjective predispositions. Through this methodological design, the study is expected to generate a CQ-based strategic communication model for terrorism prevention that is not only conceptually robust but also operationally relevant.

Results and Discussion

The cross-case analysis reveals that the strategic communication configurations across the three institutions exhibit a relatively clear pattern of functional differentiation, yet remain insufficiently integrated. BNPT tends to dominate the soft communication spectrum through community-based counter-radicalization and deradicalization programs. BIN operates primarily within the domain of intelligence-driven communication, particularly in the production of early warning outputs and the mapping of social vulnerabilities. Meanwhile, Densus 88 AT occupies the space of precision enforcement communication, increasingly adopting a human-centered approach in preventive operations. One BNPT informant emphasized that

“We are indeed positioned as the leading sector for soft approaches because our mandate is to build societal resilience, not merely coercive response.”

From the intelligence perspective, a BIN informant noted that

“Our products essentially provide early readings of social vulnerabilities, but they do not always directly translate into public message design.”

A representative from Densus 88 AT added that

“Operations are no longer solely about enforcement, but also about building trust during preventive field activities.”

However, this functional differentiation has not yet been accompanied by a mature communication orchestration mechanism. Field findings indicate that inter-agency information flows remain episodic and have not evolved into an integrated strategic communication cycle. A cross-agency informant acknowledged that

“Coordination exists, but it has not reached the level of real-time orchestration.”

Consequently, the potential synergy between intelligence sensing, narrative engineering, and field intervention remains underutilized. The study further finds that the dimensions of Cultural Intelligence (metacognitive, cognitive, motivational, and behavioral) are present in practice but function more as tacit capabilities rather than institutionalized competencies. At the cognitive CQ level, personnel generally demonstrate contextual understanding of local diversity, particularly in regions with prior exposure to radicalism. A BIN informant stated that

“In terms of territorial knowledge, officers are quite familiar with the sociocultural map of high-risk areas.”

However, at the metacognitive CQ level, strategic reflexivity in designing culturally grounded messages remains inconsistent. A BNPT official admitted that

“We often understand the cultural context, but we do not always systematically integrate it into communication design.”

The motivational CQ dimension also varies across units, depending heavily on leadership tone and organizational culture. An internal informant remarked that

“The drive to deeply engage cultural approaches is strongly influenced by the tone set by unit leadership.”

Behavioral CQ is increasingly visible in Densus 88 AT’s humanistic field approach but has not yet been codified as a national standard communication protocol. A field practitioner emphasized that

“Persuasive approaches are already practiced in the field, but they have not yet become part of a national communication SOP.”

The implication is that cultural sensitivity often depends on individual capacity rather than systemic institutional design. One of the most significant findings is the presence of an intelligence–communication gap. Intelligence products generated by BIN are generally data-rich but have not been fully transformed into culturally resonant counter-radical narratives by BNPT or other communication units. A BIN informant revealed that

“Our social vulnerability reports are actually quite detailed, but not all of them are translated into public communication formats.”

Several informants highlighted that vulnerability data are not consistently converted into culturally based audience segmentation, locally contextualized message framing, or micro-targeting strategies for at-risk communities. A BNPT informant stated explicitly that

“Sometimes our messages remain too general because culturally based segmentation is not yet optimal.”

As a result, some counter-narrative programs remain generic and insufficiently penetrate the psychosocial space of target groups. These findings indicate progress in formal coordination; however, operationally there remains a residual silo effect. Identified barriers include differences in organizational culture, intelligence classification sensitivities, and the absence of a shared strategic communication platform. A cross-agency informant acknowledged that

“Structurally, coordination is running, but in terms of work culture there are still partitions.”

In several cases, communication responses to digital radicalism issues operate in parallel rather than collaboratively. An analyst noted that

“Sometimes each institution moves quickly within its own domain, but not always within the same dashboard.”

This condition creates risks of message duplication as well as response gaps at the community level. Observation and document analysis further indicate that extremist groups are becoming increasingly adaptive in exploiting algorithmic echo chambers, identity-based propaganda, and digital micro-communities. A BIN informant stressed that

“Radical actors are now far more agile in utilizing closed digital spaces.”

Meanwhile, state communication responses remain relatively event-driven rather than fully ecosystem-driven. A communication official acknowledged that

“Our responses are often still reactive to momentum, not yet fully based on digital ecosystem mapping.”

This speed asymmetry constitutes a structural risk factor for long-term prevention effectiveness.

Integrated CQ-Based Strategic Communication Model

Based on the cross-case synthesis, this study formulates a five-layer integrative model that is cyclical and adaptive in nature. Layer 1, Intelligence Sensing positions BIN as the primary engine for early detection of vulnerabilities, social network mapping, and identification of cultural dynamics. However, the model emphasizes that intelligence outputs must be encoded from the outset with Cultural Intelligence (CQ) parameters. As one informant stressed,

“Intelligence in the future must not only be accurate but also culturally sensitive from the upstream stage.”

Empirical evidence indicates that prevention quality is strongly determined by the sharpness of early detection of social vulnerabilities and cultural dynamics. Yet the study finds that intelligence outputs often remain at the level of security information. Accordingly, this layer is reformulated to ensure that sensing is CQ-coded from the beginning so that the resulting data are not only security-accurate but also socio-culturally meaningful. Layer 2, Cultural Mapping involves BNPT and its partners decoding local values, identifying community grievances, and mapping dominant symbols and narratives. This layer functions as the epistemic bridge between intelligence data and communication strategy. A BNPT informant noted that

“Without deep cultural mapping, counter-radicalization messages are easily rejected by communities.”

This layer emerged in response to the observed translation gap between intelligence data and public communication design. Field evidence shows that many counter-narrative programs fail to resonate because they bypass deep decoding of local values and grievances. Therefore, this layer is positioned to transform raw intelligence into operational cultural insight for communication designers. Layer 3, Narrative Engineering is grounded in the finding that counter-radicalization effectiveness depends heavily on the ability to craft narratives that are culturally resonant, socially credible, and digitally adaptive. The model identifies narrative engineering as the core ideological battlefield. A communication practitioner remarked that

“The main contest now is about whose narrative is more trusted.”

This layer arises from the observation that the locus of counterterrorism contestation has shifted toward the battle of meanings, particularly within digital environments.

Layer 4, Collaborative Orchestration represents the study’s key novelty. Effective orchestration requires synchronization among BNPT, BIN, and Densus 88 AT, supported by a shared communication dashboard and integrated response protocols. Cross-agency informants emphasized that

“Without joint orchestration, communication effects will remain fragmented.”

The higher the level of orchestration, the lower the risk of message fragmentation. This layer directly addresses empirical findings of inter-agency fragmentation. While formal coordination exists, it has not yet reached the level of operational synchronization supported by shared platforms. Theoretically, this layer functions as a force multiplier that transforms sectoral capacity into systemic leverage. Layer 5, Adaptive Feedback Loop underscores that counterterrorism communication must function as a learning system through continuous monitoring of public sentiment, evaluation of message resonance, and rapid strategic adjustment. As one informant concluded,

“Going forward, communication strategy must move as fast as the dynamics of the digital space.”

This loop ensures that the model remains responsive to evolving cultural and digital dynamics. The layer emerges from empirical awareness that the digital radicalization ecosystem evolves much faster than the state’s still largely event-driven communication cycle. By closing the loop with continuous learning, the model evolves beyond static communication design into a responsive learning communication system.

Theoretical Propositions

From this in-depth analysis, the study advances several theoretical propositions: (1) The greater the institutionalization of Cultural Intelligence within strategic communication, the higher the social legitimacy of security institutions; (2) Translation gaps between intelligence outputs and communication narratives reduce the effectiveness of radicalization prevention; (3) CQ-based multi-agency communication orchestration functions as a force multiplier in national PVE strategy; (4) Speed misalignment between the digital radicalization ecosystem and state communication responses increases the risk of latent extremism reproduction; (5) A cyclical-adaptive CQ-based strategic communication model generates higher public trust than linear-sectoral models.

Integrative Interpretation

The Integrated Cultural Intelligence Based Strategic Communication Model emerges from a theoretical empirical synthesis grounded in field findings of fragmented counterterrorism communication among the three principal national security actors: BNPT, BIN, and Densus 88 AT. Cross-case analysis demonstrates that each institution possesses strong domain-specific capabilities, ranging from intelligence sensing and soft deradicalization communication to precision enforcement, yet these capabilities still operate within a sectoral logic that lacks systemic orchestration. This gap, identified in the study as the intelligence–communication gap and residual silo effect, becomes the conceptual departure point for constructing an integrative model capable of bridging the upstream downstream continuum of strategic counterterrorism communication.

Conceptually, the model is developed through abductive reasoning, an iterative dialogue between empirical data and the Cultural Intelligence framework. The finding that cultural sensitivity in practice remains largely tacit (individual-based) drives the need to institutionalize CQ within the state’s communication architecture. Accordingly, the model adopts a layered architecture representing the value flow from intelligence knowledge production to adaptive policy learning. Each layer is not merely a linear stage but an interlocking subsystem operating within a cyclical-adaptive logic.

Overall, the model integrates institutional functional differentiation, empirical evidence of orchestration gaps, and Cultural Intelligence as a meta-capability. The five-layer formulation demonstrates that the effectiveness of terrorism prevention in the digital era is no longer determined by the superiority of a single institution but by the state’s capacity to build a communication ecosystem that is sensing-driven, culture-attuned, narrative-competitive, collaboratively orchestrated, and adaptively learning.

In sum, the study confirms that Indonesia already possesses a strong institutional foundation for terrorism prevention. However, long-term effectiveness depends critically on the ability to integrate Cultural Intelligence into the national strategic communication architecture. Cultural Intelligence is thus not merely an interpersonal competence but a strategic state capability for winning the contestation of meaning across social and digital spaces. The proposed model indicates that the future of counterterrorism will be shaped not only by enforcement precision but by cultural acuity, cross-agency orchestration speed, and adaptive agility within an ever-evolving communication ecology.

Discussion

The Dialectic of Legitimacy and Data Transformation (Analysis of P1 and P2)

Propositions one (P1) and two (P2) indicate a causal relationship between the quality of data processing and the level of public acceptance. This study finds that the translation gap between intelligence outputs and communication narratives is not merely a technical issue but fundamentally an epistemic problem of “language.” Intelligence data produced by the Badan Intelijen Negara (BIN), which is largely descriptive and mandate-oriented, does not automatically possess persuasive power unless it is converted into culturally resonant narratives by the Badan Nasional Penanggulangan Terorisme (BNPT). From a strategic communication perspective, this problem reflects a disjunction between the production of security knowledge and the production of social meaning.

When Cultural Intelligence (CQ) becomes institutionalized, security institutions no longer communicate “to” society but rather communicate “with” society. Social legitimacy (P1) emerges when communities perceive state counter-radicalization narratives as aligned with their local values, rather than as externally imposed constructs. Conversely, translation failure (P2) tends to generate resistance, whereby preventive messages are interpreted as threats to

local cultural identity. Therefore, the quality of public legitimacy is largely determined by the state's capacity to transform intelligence data into culturally embedded language that lives within the social imagination of target communities.

Orchestration as a Force Multiplier in Sectoral Mitigation (Analysis of P3 and P5)

The principal structural weakness identified in this study is the persistence of a residual silo effect. Proposition three (P3) offers a corrective pathway through CQ-Based Communication Orchestration. In this framework, CQ functions as a form of bureaucratic “lubricant” that enables interoperability of meaning across institutions, rather than merely facilitating formal data exchange. If Badan Nasional Penanggulangan Terorisme, Badan Intelijen Negara, and Detasemen Khusus 88 Anti-Terror (Densus 88 AT) share comparable standards of cultural competence, rigid intelligence classification barriers can be strategically minimized to accelerate responsive public narratives.

The cyclical-adaptive communication model (P5) proposed in this study challenges the conventional linear-sectoral model that has tended to be rigid and slow in responding to social dynamics. The discussion underscores that public trust can only be consolidated when the state demonstrates cross-channel consistency: intelligence from BIN, narrative framing by BNPT, and the precision–humanistic actions of Densus 88 must operate within the same “cultural frequency.” Without effective orchestration, overlapping or fragmented messages risk confusing the public and eroding institutional credibility. Accordingly, CQ-based orchestration not only enhances coordination efficiency but also operates as a force multiplier that strengthens the coherence of state messaging in the public sphere.

Contestation in the Digital Sphere: Speed versus Accuracy (Analysis of P4)

Proposition four (P4) highlights the tangible threat posed by digital disruption. The findings indicate that extremist actors have long operationalized Behavioral CQ to recruit followers through tightly knit yet closed digital micro-communities. In contrast, the state's predominantly event-driven communication posture suggests that it is often “late to arrive” in the algorithmic battlespace. Empirical evidence points to the necessity of an ecosystem-driven strategy that requires early detection not only at the technical level (cyber intelligence) but also at the cultural level through digital anthropology. Without the capacity to interpret patterns of identity resonance in online environments, the state will remain structurally reactive. This misalignment of response speed (P4) can only be mitigated if the Integrated Strategic Communication Model proposed in this study is implemented in real time, enabling rapid adjustment before radical narratives become dominant within public echo chambers. In the digital era, therefore, strategic advantage is determined not solely by informational accuracy but increasingly by the speed of culturally informed adaptation.

CQ as a Strategic State Capability

The synthesis of this discussion affirms that Cultural Intelligence (CQ) serves as a strategic bridge linking the state's coercive capacity (hard power), represented by the enforcement role of Detasemen Khusus 88 Anti-Terror, with the state's persuasive capacity (soft power) exercised through Badan Nasional Penanggulangan Terorisme and Badan Intelijen Negara. Within the contemporary security configuration, the effectiveness of terrorism prevention is highly contingent upon the state's ability to integrate these two spectra simultaneously and synergistically. The CQ-based strategic communication model advanced by this study reorients the counter-terrorism paradigm from a reactive enforcement posture toward a preventive–persuasive architecture grounded in cultural sensitivity and inclusive national identity. In this regard, CQ should no longer be treated merely as an individual-level competence but rather as

a core strategic capability of the state in contesting meaning across both social and digital arenas.

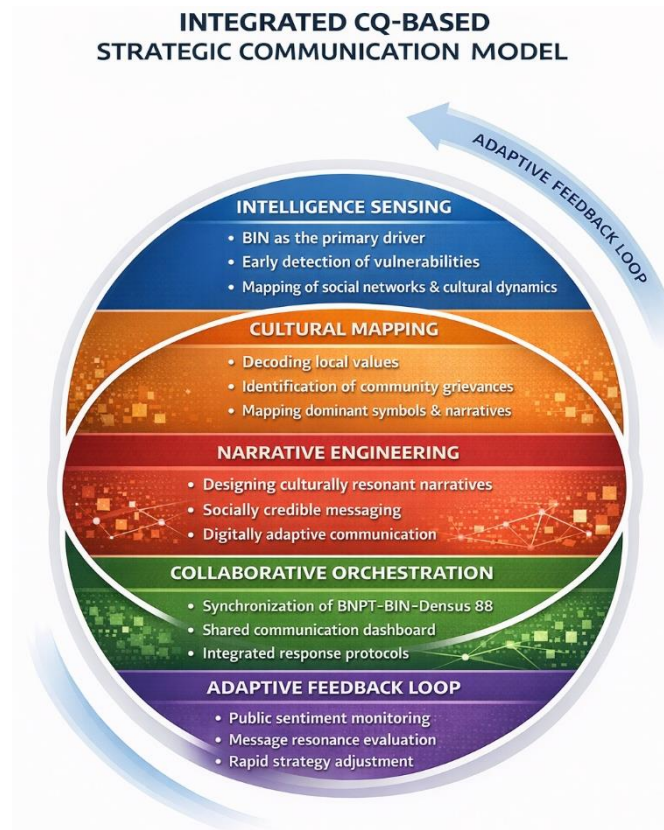


Figure 1. CQ-Based Strategic Communication Model of BIN–BNPT–Densus 88
Source: Research Findings, 2025.

Conclusion

Fragmentation and Functional Differentiation. The three security institutions currently possess distinct functional roles: BNPT operates within the soft communication spectrum (deradicalization), BIN within intelligence-driven communication (early detection), and Densus 88 AT within precision enforcement communication (humanistic law enforcement). However, this differentiation has not yet been systemically integrated. As a result, information flows remain episodic and confined within bureaucratic silos, thereby constraining the potential for real-time operational synergy. Under-Institutionalized Operationalization of CQ. Cultural Intelligence (CQ) dimensions are in fact practiced by field personnel, yet they largely remain tacit capabilities at the individual level and are insufficiently documented. Consequently, cultural sensitivity in terrorism prevention communication depends heavily on individual officer capacity rather than on a formally institutionalized system design or standardized operating procedures (SOPs). The Intelligence–Communication Gap. A significant gap persists between data-rich intelligence products and the resulting public communication narratives. Intelligence-derived social vulnerability data have not been fully transformed into culturally resonant narratives, causing counter-radicalization messages to remain generic and less capable of penetrating the psychosocial space of target communities. Digital Disruption Outpacing State Response. The digital radicalization ecosystem has evolved far more agilely and adaptively, through echo chambers and micro-targeting mechanisms, than the state’s predominantly reactive (event-driven) communication posture. This condition necessitates a strategic shift from mere content detection toward sustained narrative ecosystem management. CQ-Based Integrative Model. This study formulates an Integrated Strategic Communication

Model Based on Cultural Intelligence comprising five cyclical layers: intelligence sensing, cultural mapping, narrative engineering, collaborative orchestration, and an adaptive feedback loop. The model demonstrates that higher levels of CQ integration can strengthen public trust, enhance prevention effectiveness, and reduce the risk of social resistance.

Suggestion

Development of Institutional CQ Measurement Instruments. Future research should develop quantitative indicators capable of periodically measuring the maturity level of Cultural Intelligence within national security institutions. Advancement of Digital Anthropology Studies. Further scholarly work is needed to deepen digital anthropology analyses in order to understand how local cultural symbols are manipulated by extremist groups within closed cyber environments. Institutionalization of CQ in Training. BNPT, BIN, and Densus 88 AT should incorporate Cultural Intelligence curricula into standard training programs for personnel assigned to communication and prevention units, thereby transforming tacit individual capacity into formal institutional competence. Establishment of a Shared Communication Dashboard. The government should develop an integrated strategic communication data platform across agencies to eliminate silo effects. Such a dashboard would enable real-time synchronization between intelligence findings (BIN), counter-narrative design (BNPT), and field operations (Densus 88 AT). Transformation from Event-Driven to Ecosystem-Driven Strategy. Preventive communication strategies must evolve toward sustained narrative ecosystem management. The state should maintain a continuous presence in digital spaces, not only during incidents, by consistently building credible narratives that resonate with local cultural identities. Strengthening of a Cultural Narrative Engineering Unit. A cross-agency unit should be established with a dedicated mandate to decode local values and produce prevention messages that are socially grounded and perceived as culturally authentic rather than as rigid top-down indoctrination. Overall, strengthening Cultural Intelligence as an institutional capability represents a strategic imperative for enhancing Indonesia's long-term effectiveness in terrorism prevention within an increasingly complex socio-digital environment.

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