Government Strategy in Efforts to Combat Radicalism and Terrorism in Indonesia

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Abstract

This study aims to analyze the Indonesian government's strategy in countering radicalism and terrorism by highlighting inter-agency coordination, the effectiveness of counter-radicalization and deradicalization programs, and the influence of social, cultural, and economic factors on policy implementation. Qualitative methods were used through analysis of policy documents, focus group discussions (FGDs), and in-depth interviews with relevant stakeholders. The results indicate that although the government has designed comprehensive policies, coordination across institutions such as the Coordinating Ministry for Political, Legal, and Security Affairs, the National Counterterrorism Agency (BNPT), the Indonesian National Armed Forces (TNI), the Indonesian National Police (Polri), and related ministries still faces structural and communication barriers, resulting in incomplete integration of policies. Social factors such as intolerance, stigma against former perpetrators, and economic inequality also hinder the success of deradicalization programs. This study also emphasizes the crucial role of civil society, religious leaders, and the private sector in strengthening government strategies through economic empowerment, national education, and digital literacy. To increase the effectiveness of counter-radicalization efforts, it is recommended to strengthen multidisciplinary research, develop anti-radicalization education curricula, implement integrated training for officials, and utilize digital technology for early detection and counter-radicalization campaigns. A collaborative and community-based approach is key to the success of a sustainable and adaptive strategy that adapts to Indonesia's social dynamics.

A.   INTRODUCTION

Radicalism and terrorism have become complex global phenomena and continue to evolve along with political, economic, social, and technological developments. Historically, terrorism has existed since ancient times—from the Zealots in the first century AD to modern forms such as transnational terrorist organizations that utilize digital media for propaganda and recruitment (Crenshaw, 2011; Ranstorp, 2016). In Indonesia, radicalism and terrorism have evolved alongside national socio-political dynamics, including the influence of the globalization of religious ideologies and international conflicts such as the war in Afghanistan in the 1980s, which gave rise to transnational militant networks (Fealy & Borgu, 2005; Abuza, 2007).

As the world's most populous Muslim country, Indonesia faces unique challenges in addressing this threat. Since the 2002 Bali bombings, which killed more than 200 people, the Indonesian government has strengthened its legal and institutional framework to combat terrorism. The enactment of Law Number 15 of 2003 concerning the Eradication of Criminal Acts of Terrorism and the establishment

of the National Counterterrorism Agency (BNPT) marked a significant milestone in the national response to the threat of terrorism. However, empirical experience shows that a security approach alone is insufficient. Social, cultural, and economic prevention and deradicalization efforts are also needed to address the root causes of radicalization (Azca, 2021; Bakker, 2015).

To strengthen the national strategy, the government issued Presidential Regulation Number 7 of 2021 concerning the National Action Plan for the Prevention and Countermeasures of Violent Extremism Leading to Terrorism (RAN PE). This policy emphasizes three main pillars: national preparedness, counter-radicalization, and deradicalization, involving ministries, institutions, and civil society. A study by Haryanto (2022) states that the implementation of the RAN PE has shown positive results, particularly in preventing the spread of radical ideology through education, media, and religion. However, inter-agency coordination, limited resources, and social resistance to deradicalization programs remain significant challenges (Sumpter, 2020; BNPT, 2023).

Various studies also highlight the importance of community and non-governmental sector participation in strengthening deradicalization policies. Research by Rahim and Hassan (2021) shows that a community-based approach that prioritizes inclusivity and interfaith dialogue has proven effective in reducing the acceptance of extremist ideologies. Meanwhile, an international study conducted by Horgan (2014) confirms that the success of deradicalization depends on sustainable social and economic support for former perpetrators and their families.

Based on this background, this study aims to comprehensively analyze the effectiveness of the Indonesian government's strategy to combat radicalization and terrorism through the National Action Plan for Combating Radicalization (RAN PE), identify obstacles to its implementation, and formulate strategic steps to strengthen inter-agency coordination and increase community participation in prevention and deradicalization efforts. Therefore, this research is expected to provide theoretical contributions to national security policy studies and practical implications for the formulation of community-based extremism prevention strategies.

B.   LITERATURE REVIEW

The literature review in this study focuses on empirical and conceptual studies of the Indonesian government's strategy for combating radicalism and terrorism through deradicalization and counter-radicalization policies, as outlined in various regulations, such as Presidential Regulation No. 7 of 2021 concerning the National Action Plan for the Prevention of Extremism (RAN PE). Several previous studies have shown that although government policies have been comprehensively designed, their effective implementation still faces significant challenges, particularly in inter-agency coordination and adapting programs to the socio-cultural context of society.

Adikara, Zuhdi, and Purwanto (2022) explain that the intelligence-gathering methods used by the National Counterterrorism Agency (BNPT) in its deradicalization program are quite diverse, but their effectiveness is often hampered

by limited data and suboptimal evaluation mechanisms. Meanwhile, Hamidiyah, Ningsih, and Adi (2020) highlight that the deradicalization program for ISIS sympathizers has not been fully successful due to a lack of community involvement and a local, contextual approach. Al Chaidar et al. (2022) proposed an anthropologically based counter-discourse approach as an alternative to deradicalization, emphasizing the importance of disseminating counter-narratives that are more humanistic and culturally relevant.

Other studies highlight the challenges faced by the implementation of deradicalization in correctional institutions. Zufar Maulana Ar-Razaq (2022) identified structural barriers and limited resources in the implementation of guidance for terrorism convicts, while Bramudia and Subroto (2023) emphasized the need for social and economic support to ensure successful reintegration. Saputro, Wahyudi, and Budiyono (2022) also noted that the lack of facilities and training for prison officers is a major obstacle to the program's effectiveness.

From a social and educational perspective, Umi Masruroh (2022) found that digital literacy and social media, through women's religious organizations such as Fatayat NU, can strengthen moderate narratives in the public sphere. Similarly, Ramdhani, Darmawan, and Anggraeni (2021) emphasized the importance of higher education in instilling non-penal-based deradicalization values. However, Isnanto (2023) noted that differences in definitions of radicalization between institutions and socio-cultural barriers such as intolerance and stigma against former radicals pose serious challenges in assessing the success of national programs.

Overall, the literature indicates that the effectiveness of government strategies in countering radicalism and terrorism is determined not only by formal policies but also by the extent to which inter-agency coordination can operate synergistically, and the extent to which civil society, the education sector, and local communities are actively involved. Therefore, this study positions institutional coordination, socio-cultural approaches, and community empowerment as key pillars in evaluating and strengthening the national strategy for countering radicalism in Indonesia.

C.   METHOD

This research uses a descriptive qualitative approach to gain a deeper understanding of the Indonesian government's strategy for combating radicalism and terrorism, particularly regarding policy implementation, inter-agency coordination, and the effectiveness of deradicalization and counter-radicalization programs. This approach is considered relevant because it allows researchers to explore the social meaning and public policy in a real-world context (Creswell & Poth, 2018; Miles, Huberman, & Saldaña, 2014).

Data were collected through three primary sources: policy document analysis, in-depth interviews, and focus group discussions (FGDs). Document analysis was conducted on government regulations and reports, such as Presidential Regulation Number 7 of 2021 concerning the National Action Plan for the Prevention of Extremism (RAN PE), the annual report of the National Counterterrorism Agency

(BNPT, 2023), as well as academic publications and international institutions such as the United Nations Office on Drugs and Crime (UNODC, 2022) and the Institute for Policy Analysis of Conflict (IPAC, 2023).

Semi-structured interviews were conducted with key informants selected through purposive sampling (Patton, 2015). These included National Counterterrorism Agency (BNPT) officials, representatives from the Coordinating Ministry for Political, Legal, and Security Affairs (Kemenko Polhukam), police officers, academics, and civil society activists. This technique enabled researchers to gain perspectives from actors with direct experience with radicalism. Furthermore, focus group discussions (FGDs) were conducted involving community leaders, religious institutions, and representatives of educational organizations from regions with high levels of radicalism vulnerability, such as West Java, Central Java, and South Sulawesi. This activity aimed to explore local perceptions of government policy implementation at the grassroots level (Neuman, 2014).

Data were analyzed using thematic analysis to identify emerging thematic patterns related to policy effectiveness, barriers to inter-agency coordination, and social and cultural factors in program implementation (Braun & Clarke, 2019). The analysis process includes data reduction, categorization, and interpretation followed by triangulation of sources and methods to ensure the validity and legitimacy of the findings (Lincoln & Guba, 1985).

D. RESULTS AND DISCUSSION

1. The Effectiveness of Government Strategies in Combating Radicalization and Terrorism in Indonesia

Indonesia, the world's most populous Muslim nation, faces serious challenges in the form of radicalization and terrorism, which threaten national stability. This phenomenon is evolving in a complex manner, particularly with the support of digital technology, which accelerates the spread of extremist ideologies. In response, the government issued Presidential Regulation Number 7 of 2021 concerning the National Action Plan for Countering Extremism and Terrorism (RAN PE), which serves as the main strategic framework for comprehensively combating radicalization through a multidimensional approach.

The RAN PE is built on three main pillars: prevention, law enforcement, and partnership and international cooperation. The prevention pillar encompasses national preparedness programs, counter-radicalization, and deradicalization through education, community empowerment, and social rehabilitation for former offenders. The law enforcement pillar focuses on firm action, witness and victim protection, and strengthening anti-terrorism regulations. Meanwhile, the partnership and international cooperation pillar emphasizes the importance of collaboration with various countries and global institutions through intelligence exchange, joint training, and policy harmonization.

Based on the results of the 2025 Focus Group Discussion (FGD), the implementation of the prevention pillar has shown significant progress, particularly

in enhancing national preparedness and early detection of potential radicalization. Training for security forces, community leaders, and local institutions has accelerated the response to indications of extremism, despite remaining limited resources in remote areas. Counter-radicalization programs based on education and interfaith dialogue have helped raise public awareness of the dangers of extremism, while deradicalization programs have facilitated the rehabilitation and social reintegration of former perpetrators, despite still facing obstacles such as social stigma and minimal psychosocial support.

Meanwhile, the law enforcement pillar plays a strategic role in strengthening the repressive and legal aspects of counterterrorism efforts. Increasing the capacity of authorities such as the National Police (Polri), the Indonesian National Armed Forces (TNI), and the National Counterterrorism Agency (BNPT) has accelerated the investigation process and strengthened the deterrent effect on perpetrators. Strengthening the legal basis through Law Number 5 of 2018 has also expanded the scope for maneuver in addressing new threat dynamics, although cross-agency coordination and differences in legal interpretation at the regional level still need to be addressed.

The pillar of partnerships and international cooperation serves to expand Indonesia's global collaborative network in counter-extremism efforts. Through collaboration with ASEAN, the UN, and various international partners, Indonesia gains access to intelligence information, technical training, and resource support that strengthens national capacity. However, differences in legal systems and diplomatic capabilities between countries remain a challenge in maintaining sustainable cooperation.

In addition to these three pillars, community participation and multi-sectoral collaboration are crucial factors in the success of the National Action Plan for Extremism (RAN PE). A participatory approach involving religious leaders, academics, the media, and the private sector creates a social ecosystem resilient to radicalization. Community-based programs and CSR support have been proven to strengthen social resilience by prioritizing national narratives and religious moderation.

The successful implementation of the RAN PE depends heavily on inter-institutional synergy, community engagement, and a policy approach that adapts to the local socio-cultural context. To ensure effectiveness and sustainability, mutually reinforcing cross-pillar integration, a transparent evaluation system, and the development of tolerance education and digital literacy are required. Community economic empowerment must also be an integral part of the prevention strategy, given that poverty and social inequality are often exploited as recruitment tools by extremist groups.

Ultimately, Indonesia's national counter-radicalization and terrorism strategy has evolved into a comprehensive and sustainable policy model that balances security and human development. Going forward, the effectiveness of the National Action Plan for Counter-Radical and Terrorism (RAN PE) will be determined by the government's

ability to maintain cross-agency coordination, strengthen human resource capacity, and maintain consistent political commitment. If implemented in an inclusive and evidence-based manner, Indonesia has the potential to become a regional best practice in countering extremism in a democratic, equitable, and sustainable manner.

2. Challenges Faced by the Indonesian Government in Implementing the Strategy to Counter Radicalization and Terrorism

Based on an in-depth analysis of Focus Group Discussion (FGD) documents and the National Action Plan for the Prevention and Countering of Extremism (RAN PE) policy, as stipulated in Presidential Regulation Number 7 of 2021, it can be concluded that the Indonesian government faces various complex challenges in implementing the national strategy to counter radicalization and terrorism. This strategy is based on three main pillars: prevention, law enforcement, and international partnerships and cooperation.

One of the most crucial challenges is the weak coordination between the agencies involved, including ministries, institutions, security forces, and civil society organizations. Convoluted bureaucracy and overlapping authorities make synergy difficult to achieve. Each agency has different priorities and work cultures, resulting in inefficient intelligence exchange, strategic communication, and policy implementation. As a result, responses to the threat of radicalization are often delayed and uncoordinated.

Furthermore, limited human resources with coordinating capacity, a lack of cross-agency communication platforms, and differing perceptions among actors exacerbate policy fragmentation. From a societal perspective, low public awareness and participation in early detection of radicalization hamper the effectiveness of community-based early warning systems. Counter-radicalization programs often face resistance in areas already exposed to extreme ideologies, as their approaches lack contextualization to local socio-cultural conditions.

In terms of deradicalization, the social stigma against former radicals poses a major obstacle to social reintegration. A lack of psychosocial support, limited economic opportunities, and a shortage of rehabilitation experts make deradicalization programs unsustainable. In terms of law enforcement, regulatory harmonization is suboptimal, while the capacity of law enforcement officers in vulnerable areas remains variable. Transparency and accountability in law enforcement also need to be strengthened to bolster public trust.

The pillar of international partnerships and cooperation faces challenges in policy harmonization and coordination between partner countries. Oversight of terrorist financing and cross-border movements also remains weak due to limited technical and legal mechanisms.

Overall, the implementation of the National Action Plan for the Elimination of Radicalization (RAN PE) has a comprehensive framework, but social, cultural, economic, and institutional challenges remain major obstacles to its effectiveness. Therefore, a more contextual, inclusive, and collaborative approach is needed to

strengthen cross-sector synergy and increase community resilience against radicalization and terrorism.

3. Efforts to Strengthen Inter-Agency Coordination in Combating Radicalization and Terrorism

Countering radicalization and terrorism in Indonesia is a complex challenge that requires a cross-sectoral response and comprehensive coordination from various state agencies. The Indonesian government has recognized the importance of addressing this issue comprehensively through national policies and strategies, such as the National Strategy for the Prevention of Violent Extremism Leading to Terrorism (Stranas PK) and the establishment of the National Counterterrorism Agency (BNPT). However, the complexity of the challenges faced requires strengthened coordination between state agencies and the active involvement of the public and the private sector. In this context, strengthening coordination between the Coordinating Ministry for Political, Legal, and Security Affairs (Kemenko Polhukam) and institutions such as BNPT, the Indonesian National Armed Forces (TNI), the Indonesian National Police (Polri), and other relevant ministries/agencies is crucial to ensure synergistic and integrated policy implementation.

Although Indonesia has an adequate institutional structure to address the issues of radicalism and terrorism, challenges to inter-agency coordination often arise in the form of overlapping authority, sectoral egos, and a lack of efficient communication mechanisms. For example, the BNPT has a specific mandate for the prevention, deradicalization, and counterterrorism. However, in practice, this task often overlaps with the roles of the Indonesian National Armed Forces (TNI) and the Indonesian National Police (Polri), particularly in intelligence and enforcement. Furthermore, ministries/institutions such as the Ministry of Religious Affairs, the Ministry of Communication and Information Technology, the Ministry of Education and Culture, and the Ministry of Social Affairs play a crucial role in prevention through education, religious outreach, and social empowerment. However, the lack of a strong coordinating framework to unify these efforts often results in fragmented and ineffective interventions.

To address these challenges, the government needs to strengthen coordination through several strategic approaches. First, an operational and tactical coordination mechanism needs to be established under the control of the Coordinating Ministry for Political, Legal, and Security Affairs, as the primary coordinator for political, legal, and security affairs. The Coordinating Ministry for Political, Legal, and Security Affairs must play a more active role in ensuring that each ministry and institution understands its respective roles in countering radicalization and terrorism. This can be achieved through the establishment of a regular coordination forum involving all stakeholders, with a measurable work agenda and periodic evaluation results. Second, strengthening coordination can be achieved through the development of a joint roadmap outlining the division of tasks, performance indicators, and reporting and communication channels between agencies. This roadmap must be developed based

on data and strategic studies conducted by government think tanks, academics, and national security observers. It must also consider local dynamics and local wisdom, given that the forms and intensity of radicalization vary across regions.

Third, the integration of information and intelligence systems across agencies is key to increasing the effectiveness of preventing and responding to the threat of terrorism. The development of a national intelligence-based data center, jointly managed by the National Counterterrorism Agency (BNPT), the Indonesian National Armed Forces (TNI), the Indonesian National Police (Polri), and the National Cyber and Crypto Agency (BSSN), could be a breakthrough in avoiding duplication of information and accelerating decision-making. Need-to-know access must be governed by clear regulations, maintaining confidentiality while still supporting a rapid response. Fourth, human resource capacity building and cross-sector training are also needed to ensure each agency has a unified understanding of the multidimensional approach to countering radicalization. Joint training involving security personnel, civil servants, religious leaders, teachers, and civil society organizations will foster a shared vision and understanding in addressing the root causes of extremism. Fifth, the government must also develop a flexible and integrated budgeting system to support this cross-sectoral program. Policy implementation is often hampered by limited sectoral funding that cannot be used across programs. Therefore, an integrated funding scheme, such as a "Special Fund for Radicalization Prevention," is needed, allocated within the state budget and managed transparently through cross-ministerial/institutional mechanisms.

The National Counterterrorism Agency (BNPT), as the vanguard of counterterrorism efforts, is mandated to develop a national strategy and coordinate deradicalization and counter-radicalization programs. However, the success of these programs depends heavily on synergy with other ministries and institutions. The Indonesian National Armed Forces (TNI) and the Indonesian National Police (Polri), as state instruments in defense and security, play a crucial role in enforcement and early detection. The Coordinating Ministry for Political, Legal, and Security Affairs must facilitate the integration of TNI and Polri intelligence to avoid institutional conflict. The Ministry of Religious Affairs (Kemenag) plays a crucial role in disseminating moderate religious narratives and countering the spread of radical ideology in educational institutions and places of worship. Cooperation between Kemenag and religious organizations such as Nahdlatul Ulama, Muhammadiyah, and the Indonesian Ulema Council (MUI) is crucial in building social resistance against extremist ideologies. The Ministry of Communication and Informatics (Kominfo) has a significant role in promoting digital literacy and taking action against radical content on the internet and social media. Therefore, collaboration with global digital platforms and strengthening capacity for detecting extremist content based on artificial intelligence and big data analysis are essential. The Ministry of Education and Culture and the Ministry of Research, Technology, and Higher Education (Kemendikbudristek) can incorporate counter-radicalization materials into the curriculum and campus activities. Strengthening the values of Pancasila, tolerance,

and critical learning are crucial components in creating resilient students against the lure of radicalism.

The government cannot work alone in addressing the threat of radicalization and terrorism. The community plays a central role, both in prevention, early detection, and in the reintegration of former radicals into society. Community-based prevention efforts, or community policing, are an effective approach that has been implemented in various countries, including Indonesia. Community organizations, religious leaders, traditional leaders, and youth can be agents of change in building a narrative of peace and tolerance. The Interfaith Harmony Forum (FKUB), community forums, and volunteer groups can be mobilized as partners in detecting the potential spread of radical ideology and reporting it to the authorities. Furthermore, the mass media and journalistic community have a moral responsibility to disseminate accurate and non-provocative information. Coverage of terrorism issues must be conducted carefully to avoid reinforcing extremist narratives or stigmatizing certain groups. Family education is also at the forefront of protecting children from exposure to radical ideology. Parents need to be provided with digital literacy and an understanding of online radicalism recruitment patterns so they can wisely monitor their children's activities without causing conflict.

The private sector, particularly technology, media, and banking companies, also has an equally important role. Social media companies must collaborate with the government to block radical content and strengthen algorithms to suppress the spread of extremist narratives. They can also support positive narratives and tolerance campaigns through their platforms.

The banking industry and financial institutions play a crucial role in monitoring suspicious fund flows, including terrorism financing. The implementation of Know Your Customer (KYC) principles, collaboration with the Financial Transaction Reports and Analysis Center (PPATK), and internal training for bank employees are preventative measures in identifying and prosecuting suspicious transactions.

In the employment sector, companies can participate in reintegration programs for former terrorism convicts through skills training and job creation. Collaboration between the business sector and the National Counterterrorism Agency (BNPT) has shown positive results in several cases of economic-based deradicalization. Countering radicalization and terrorism is not the exclusive responsibility of the security forces, but rather the collective responsibility of all elements of the nation. The government must lead the way in strengthening inter-agency coordination with a holistic vision, integrated information systems, and synergistic policy implementation mechanisms. Furthermore, the role of the public and the private sector as strategic partners in prevention and reintegration must not be overlooked. By strengthening multi-stakeholder collaboration, building social resilience based on national values and tolerance, and wisely utilizing information technology, Indonesia will be able to create an environment resilient to the influence of radicalism and extreme violence. These efforts are crucial not only for maintaining national security

but also for maintaining social integrity and national unity amidst globalization and ideological disruption.

E.   CONCLUSION

The Indonesian government's strategy to combat radicalization and terrorism through the National Action Plan for the Prevention of Extremism (RAN PE), as stipulated in Presidential Regulation No. 7 of 2021, has shown significant progress, particularly in the areas of prevention, law enforcement, and international cooperation. However, effective implementation remains hampered by weak inter-agency coordination, limited resources, and a lack of adaptation to local socio-cultural contexts. To improve the sustainability and consistency of implementation, it is necessary to optimize the role of the Coordinating Ministry for Political, Legal, and Security Affairs as the driving force for cross-agency coordination, strengthen communication systems and intelligence exchange, and actively engage the public and the private sector as strategic partners. A collaborative and inclusive approach is key to long-term success in realizing effective and sustainable extremism prevention in Indonesia.

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