



Concept of counterterrorism prevention to support government policy in Indonesia

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ABSTRACT

Background: Terrorism in Indonesia is a multidimensional threat that disrupts national and socio-economic stability, triggered by various factors, including socio-economic inequality, social marginalization, and the spread of radical ideology. This research aims to explore the counterterrorism strategies implemented by the Indonesian government as well as identify causal factors that contribute to this phenomenon. **Methods:** This research uses a literature study approach by analyzing various academic sources, government reports, and relevant news articles. These sources are evaluated to provide a comprehensive picture of the prevention, deradicalization, law enforcement, and international cooperation strategies implemented in countering terrorism in Indonesia. Qualitative analysis methods are used to identify patterns, themes, and relationships between factors underlying the issue of terrorism in the country. **Findings:** The results show that Indonesia's counterterrorism strategy is holistic, including the prevention of radicalization through public education and campaigns, deradicalization programs that involve the community, strict law enforcement, and increased international cooperation. In addition, the findings highlight the importance of improving socio-economic welfare and social inclusion as an integral part in preventing radicalization. **Conclusion:** Countering terrorism in Indonesia requires a comprehensive and collaborative approach, taking into account the balance between security and human rights. **Novelty/Originality of This Study:** This study makes a new contribution to the understanding of the complexity of terrorism in Indonesia, by emphasizing the importance of adaptive and inclusive strategies, and highlighting the need for a more humanist approach in countering terrorism at the community level.

KEYWORDS: counterterrorism; deradicalization; radicalization; terrorism; welfare.

1. Introduction

Terrorism is one of the global threats that has a broad impact on national security and the social and economic stability of a country. Terrorism is defined as the use of violence by an individual or group to achieve certain political, ideological, religious goals, with the aim of creating anxiety and/or fear in the community or influencing government policy (Patel, 2022). Although the methods used, such as bombings, assassinations, kidnappings, and armed attacks, may vary, the main goal is to create fear and achieve goals through violence (Livesey, 2023). In Indonesia, terrorism has become a major focus of the government, especially after a series of attacks that threatened national stability in the last few decades. This threat comes from various forms, including domestic terrorism fueled by local radical

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ideologies and international terrorist networks that utilize technology and globalization to spread radicalism.

The causes of terrorism in Indonesia are complex and multifaceted, involving socio-economic inequality, social marginalization, dissatisfaction with political policies, as well as the spread of radical ideologies through digital media. The causes of terrorism can be divided into two main categories: individualist, such as religious extremism beliefs or psychopathology (Kunst et al., 2023), and structuralist that focuses on economic, political, and cultural factors, including political instability, discrimination, and social injustice (Rothermel, 2020). Social injustice is often the root of discontent that radical groups use to recruit members, accelerating the spread of extremism through the globalization of radical ideology (Yusriadi et al., 2023). Anger towards political policies and social marginalization also increase individuals' vulnerability to radical ideologies.

The forms of terrorism faced by Indonesia are diverse, including religious-based terrorism, dissident terrorism, and cyber terrorism that uses digital technology. According to sociology and criminology literature, Gus Martin identified five categories of terrorism, namely state, dissident, criminal, international, and religious terrorism (Sumarwoto, et al., 2020). The Indonesian government has developed various counterterrorism strategies that include persuasive and coercive approaches, focusing on prevention and countermeasures (Sharma et al., 2020). Prevention strategies include counter-radicalization through education, early detection with technology, economic empowerment in vulnerable areas, and revision of laws to strengthen law enforcement. The persuasive approach is carried out through a deradicalization program by BNPT with three divisions: hard approach through police, military, and intelligence forces; soft approach with non-violent countermeasures; and international cooperation in counterterrorism coordination (Putra, 2020).

Indonesia also implements deradicalization programs to change extremist views and reintegrate individual terrorists into society through education and counseling (Sukabdi et al., 2023). Strict law enforcement is needed to provide a deterrent effect and ensure justice for victims, while capacity building of law enforcement officers is crucial in the face of increasingly complex threats. International cooperation, including intelligence sharing and joint operations, is important to counter transnational terrorist networks and improve border controls to prevent cross-border movements, as stipulated by UN Security Council Resolution 2178 (Baker-Beall, 2023). This comprehensive strategy includes deradicalization, law enforcement, capacity building, international cooperation, and border surveillance. With a coordinated approach, Indonesia can be more effective in countering terrorism and supporting national security and public welfare policies, and requires active participation from all elements of society and the international community.

3. Methods

The writing method in this literature study research is conducted with a systematic qualitative approach, to explore and analyze various relevant sources related to terrorism and its counterterrorism strategy in Indonesia. The process began with the identification and selection of relevant literature, including books, journal articles, research reports, and policy documents from government agencies and international organizations. Criteria for literature selection include accuracy of information, relevance to the topic, and contribution to the understanding of terrorism issues and counterterrorism strategies in Indonesia.

The analysis was conducted using content analysis method. This step involves in-depth reading of each source to identify emerging themes and patterns, including causal factors of terrorism, prevention approaches, deradicalization, law enforcement, and international cooperation. The data obtained from the literature was organized into appropriate categories, which allowed researchers to identify knowledge gaps, challenges, and best practices that can be applied in the Indonesian context. This analysis process also includes

synthesizing findings from various sources to build a comprehensive and in-depth argument regarding effective counterterrorism strategies.

The results of the analysis and synthesis of findings are integrated into a systematic and purposeful research structure, following the academic format commonly used in journal publications. The research is divided into several sections, including the introduction, literature review, analysis, and conclusion. Each section is clearly written and focuses on conveying accurate and relevant information, and refers to citations of the sources used. The brainstorming of the research used can be seen in figure 1.

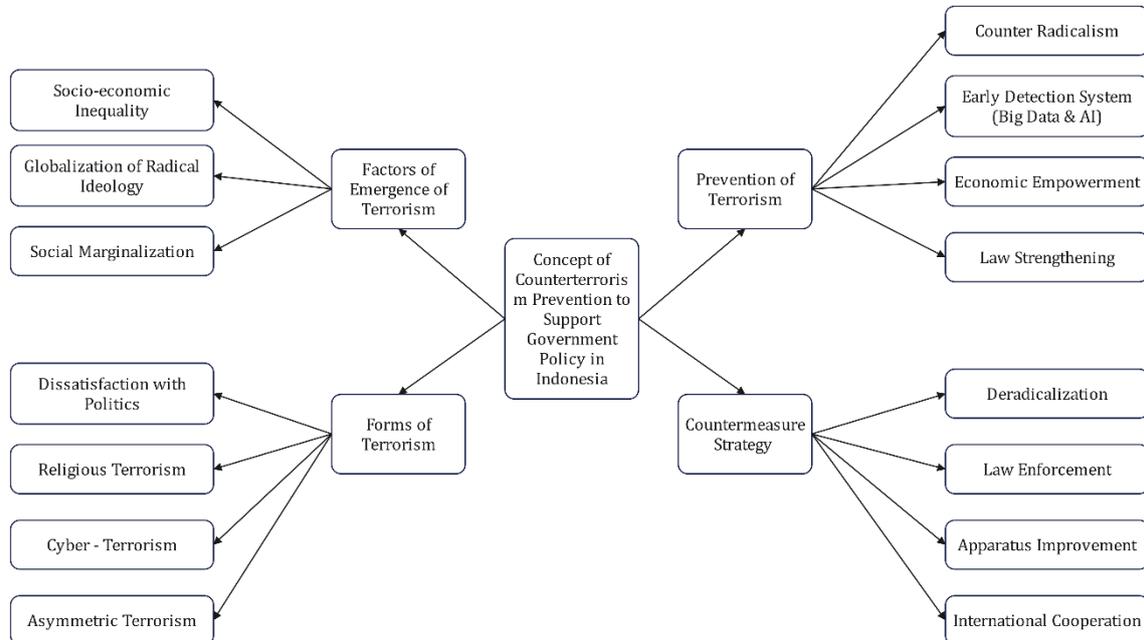


Fig 1. Brainstroming

3. Results and Discussion

3.1 Factors for the emergence of terrorism in Indonesia

Terrorism in Indonesia is a complex phenomenon triggered by various internal problems and external influences, with interrelated and reinforcing social, economic, and political factors. Radical ideologies from outside will not flourish without the support of domestic conditions that are prone to radicalization and extremism, such as social and economic inequality, social marginalization, and dissatisfaction with national political policies (Nakissa, 2020). All of these factors create an environment conducive to the spread of extremism and recruitment of new members by radical groups, which often operate in the name of religious ideology, although political motivations and separatism also play an important role in some cases.

Social and economic inequality is one of the main factors driving terrorism in Indonesia, creating a gap between the rich and the poor and injustice in the distribution of resources and opportunities. People's inability to meet basic needs such as education, health, and employment often triggers negative tendencies, which are then used by radical parties and organizations to find sympathizers and new members by offering quick solutions to perceived injustices. Socio-economic factors such as poverty and unemployment are also seen in other contexts, such as in Nigeria, where high poverty rates, especially in the northern region, make the area a recruitment target for extremist groups such as Boko Haram, with limited education and community sympathy as additional factors that strengthen the growth of terrorism there (Ike, et al, 2022). In remote areas such as Poso and Aceh, where infrastructure and public services are limited, these inequalities are

particularly glaring, allowing radical groups to offer a sense of belonging and purpose to individuals who feel underserved by the existing system.

Socioeconomic inequality is not only linked to poverty, but also unequal access to economic opportunities, which often drives individuals to seek an outlet through radical ideologies, especially when they have difficulty competing in the formal job market or obtaining adequate education. Terrorism often emerges as a response to unjust economic conditions, where marginalized groups seek ways to express their discontent through extremist actions (Gaibulloev, et al, 2023). In addition, weak economic conditions can weaken the government's capacity to provide basic services and security, creating a power vacuum that is then exploited by terrorist groups (Morag, 2023). Therefore, reducing social and economic inequality is an important element in an effective terrorism prevention strategy in Indonesia, with economic empowerment in radicalization-prone areas that can help reduce the appeal of extremist ideologies and create better social stability.

In addition to socio-economic inequality, the globalization of radical ideology also plays a significant role in triggering an increase in the spread of terrorism in Indonesia. The internet and social media have become platforms for international terrorist groups such as Al-Qaeda and ISIS to spread propaganda, recruit members, and coordinate attacks around the world. Participation in foreign conflicts, such as that of foreign fighters, reinforces extremist ideology and provides training and experience for future terrorist attacks (Baker-Beall, 2023). This phenomenon not only affects countries in the Middle East, but also Indonesia, where radical ideologies can easily enter and spread among vulnerable communities.

The globalization of radical ideologies has given rise to difficult-to-eradicate transnational terrorism networks, where international terrorist groups leverage digital technology to form interconnected global networks, allowing them to operate in multiple countries without a significant physical presence in each location. Extreme and radical ideologies can motivate individuals to commit acts of terrorism, including the belief that violence is necessary in achieving certain political goals and/or interests (Patel, 2022). These conditions make counterterrorism more complex, as the government has to deal with domestic terrorism threats and coordinate with other countries to counter global terrorist networks. This phenomenon can be seen with the emergence of local terrorist groups such as Jamaah Ansharut Daulah (JAD) that are inspired by global movements and have affiliations with ISIS.

The globalization of radical ideologies has influenced the way terrorist groups recruit new members, with social media acting as a key tool to spread extremist messages and attract individuals who are vulnerable to radicalization. The radicalization process can now occur virtually, allowing individuals to be exposed to extremist ideologies without having direct contact with terrorist groups, thus adding to the complexity of counterterrorism. The government must be able to control the spread of radical ideology in cyberspace in addition to dealing with physical threats on the ground. In this context, major countries' foreign policies, military interventions, and support for certain regimes fuel anti-Western sentiments and can motivate acts of terrorism (Gaibulloev et al., 2023). Therefore, counterterrorism strategies should include a comprehensive approach to tackle the spread of extremist ideologies on the internet, including through international cooperation and strengthening cyber regulations.

Social marginalization, socioeconomic inequality, and the globalization of radical ideologies play an important role in the radicalization process, especially when individuals or groups feel marginalized from mainstream society due to ethnicity, religion, or economic status. In Indonesia, this phenomenon is often experienced by minority groups and communities in remote areas, which creates a sense of discontent and powerlessness that makes them vulnerable to the influence of radical groups that offer a sense of attachment and purpose not found in mainstream society (Meier, 2022). Factors of marginalization and discrimination, as seen in the United States, fuel injustice and encourage extreme actions as a form of resistance, with Muslim communities often being the primary target of post-9/11 counter-terrorism policies (Patel, 2022). The recruitment of terrorist groups through social

networks and communities that support extremist ideologies shows that the social environment plays an important role in radicalization, including the role of women who can be perpetrators, supporters, or deterrents of terrorism, which is often overlooked in prevention policies.

Social marginalization, often caused by structural discrimination in various aspects of society, encourages groups that feel they do not have access to political power or economic opportunities to seek alternatives in the form of radical movements that offer drastic changes to the status quo. In Indonesia, radical groups often recruit members from communities that feel marginalized by the existing social system, such as faith-based terrorist groups that attract members from religious minorities who feel unaccommodated by the government or majority society. Conditions of poverty and political instability can create a conducive environment for terrorism, where such instability leads to a lack of economic and social opportunities, which are then utilized by terrorist groups to recruit new members (Patel, 2022). In this context, social marginalization becomes a key factor in the emergence of terrorism, so efforts to overcome this marginalization should be an integral part of the terrorism prevention strategy.

Dissatisfaction with national political policies is a significant factor in the emergence of terrorism in Indonesia, especially when the policies are considered unfair or discriminatory, triggering discontent among the public, especially groups that feel marginalized by the existing political system. For example, the Arab Spring revolution in 2011 was triggered by angry and frustrated youths protesting against political oppression and lack of economic opportunities (Adelaja, 2020). This dissatisfaction with political and economic conditions is often exploited by extremist groups to spread radical ideologies that offer alternative solutions to the political problems faced. Terrorism, in this context, is seen as a form of resistance to the government and an attempt to overthrow a political system that is considered corrupt or unjust.

Political discontent in Indonesia is often fueled by policies that certain groups feel are unfair, such as those related to religion, ethnicity or the distribution of political power. Radical groups often exploit this discontent by offering ideologies that oppose the government and call for radical change. Terrorism is also often a tool to express political discontent and influence national policy, which can be linked to political, social and economic injustices, as well as historical and colonial dynamics. For example, in Egypt, political tensions with groups such as the Muslim Brotherhood shaped many state counter-terrorism tools that reflected colonial practices, while in India, Hindu nationalism and tensions related to "Islamic terrorism" were used to legitimize territorial claims and domestic security policies (Finden, et al., 2024). These factors suggest that terrorism often emerges as a response to perceived injustice and as a tool to challenge state legitimacy. Therefore, an effective counterterrorism policy should consider this factor of political discontent and seek to create more inclusive and equitable policies, thereby reducing the potential for radicalization among people who feel marginalized.

Overall, the rise of terrorism in Indonesia is the result of a complex interaction between various social, economic, and political factors. Social and economic inequality, globalization of radical ideologies, social marginalization, and political discontent all play a role in creating an environment that is prone to radicalization and extremism. Therefore, an effective counterterrorism strategy should include a comprehensive approach that does not only focus on law enforcement aspects, but also on prevention efforts that involve reducing inequality, social inclusion, and improving political policies. By understanding the root causes of terrorism, the Indonesian government can formulate more effective policies to prevent and tackle the threat of terrorism in the future.

3.2 Forms of terrorism

Terrorism in Indonesia is a complex phenomenon triggered by various internal problems and external influences, with interrelated social, economic and political factors. Radical ideologies from outside will not develop without the support of domestic conditions

that are prone to radicalization, such as social and economic inequality, social marginalization, and dissatisfaction with national political policies (Nakissa, 2020). Social and economic inequality creates a gap between the rich and poor and inequities in resource distribution, which radical groups often exploit to recruit new members by offering solutions to perceived injustices. Socio-economic factors such as poverty and unemployment are also seen in other countries, such as in Nigeria, where extremist groups like Boko Haram utilize poverty and limited education to recruit new members (Ike et al., 2022).

The globalization of radical ideologies through the internet and social media has also exacerbated the situation, allowing international terrorist groups such as Al-Qaeda and ISIS to spread propaganda, recruit members, and coordinate attacks without physical borders. In Indonesia, this phenomenon is seen in groups such as Jamaah Ansharut Daulah (JAD) that are inspired by global movements and have affiliations with ISIS (Nakissa, 2020). This extremist ideology often motivates individuals to commit acts of terrorism as a form of resistance against the government or to achieve certain political goals (Patel, 2022). Additionally, weak economic conditions can weaken the government's capacity to provide basic services and security, creating a void that terrorist groups exploit (Morag, 2023).

Social marginalization is also an important factor in the radicalization process, especially when individuals feel marginalized due to ethnicity, religion, or economic status. In Indonesia, this is often the case for minority communities or remote areas that feel underserved by the government, which creates a sense of discontent and powerlessness, making them susceptible to radical groups that offer a sense of attachment and purpose (Meier, 2022). The radicalization process can now also occur virtually, allowing individuals to be exposed to extremist ideologies without direct contact with terrorist groups, which amplifies the challenges in counterterrorism.

Dissatisfaction with national political policies is also a trigger for terrorism, especially when policies are considered unfair or discriminatory. This dissatisfaction is often exploited by extremist groups that offer alternative ideologies that oppose the government and call for radical change (Adelaja, 2020). Examples in Egypt show that political tensions with groups such as the Muslim Brotherhood shaped state counter-terrorism policies that often reflected colonial practices, while in India, nationalism and tensions related to "Islamic terrorism" were used to legitimize domestic political and security claims (Finden et al., 2024). Overall, terrorism in Indonesia is the result of interactions between various factors that create a conducive environment for radicalization. Therefore, an effective counterterrorism strategy must address the root of the problem, including reducing social inequality, increasing social inclusion, and improving political policies to be more equitable, as well as strengthening international cooperation to counter increasingly complex global threats.

3.3 Preventing terrorism in Indonesia

Terrorism in Indonesia is a serious threat that disrupts national stability and creates fear in society, driven by radical ideologies, economic inequality, and technological advances. The causes of terrorism are complex, including social injustice, poverty, lack of education, and ethnic and religious conflicts, which encourage individuals or groups to engage in terrorist activities (Lorentzen, 2021). In addition, economic alienation and trade policy injustices contribute to the vulnerability of attacks, especially in information technology-based facilities (Masyhar et al., 2023). This shows that terrorism does not only arise from a single factor, but from a combination of various interrelated issues. In response, the Indonesian government has developed comprehensive prevention strategies such as counter-radicalism, the use of big data technology and artificial intelligence in early detection, and more effective law enforcement.

Counter-radicalism is key to preventing terrorism by countering the spread of radical ideology as the root of the problem. BNPT launched education programs, public campaigns,

and moderate narratives about religion to counter radicalization, in line with international efforts such as in China and France that use the approach of securitization and management of religious institutions (Kam et al., 2021; Ragazzi, 2023). This strategy has proven capable of reducing the spread of radicalism and promoting a broader understanding of the importance of religious moderation. Counter-radicalism in Indonesia also includes rehabilitating radicalized individuals, providing moderate religious education and skills training for social reintegration (Barton et al., 2021). These programs not only prevent the spread of radical ideologies, but also encourage former terrorists to contribute positively to society (Sjøen, 2023). This approach proves that tackling radicalism requires a sustainable strategy that involves all levels of society.

Technology is an important component in the early detection of terrorism. The use of big data and AI enables monitoring of suspicious online activities, including conversations on social media and facial recognition (Yusriadi et al., 2023). The application of these technologies also strengthens wider surveillance and faster response to potential threats. This system strengthens preventive responses before threats develop into acts of terrorism, similar to EU initiatives that focus on digital surveillance in preventing terrorism (D'Amato et al., 2022). AI technologies, such as Deep Neural Networks, increase detection capacity to 98% for attack prediction, helping to counter international terrorist groups such as ISIS (Uddin et al., 2020). Thus, advanced technology becomes the backbone in strengthening national security systems.

Economic empowerment is an important element to prevent radicalization, by addressing root causes such as poverty and social injustice in vulnerable areas. Skills training programs, job creation, and provision of business capital help people improve their lives through legitimate channels (Dimiyati et al., 2021). These efforts also encourage people to be more independent and less susceptible to radical groups that offer false promises. This empowerment creates greater social stability and reduces the structural factors that drive terrorism (Kunst et al., 2023). In addition, improving economic welfare also serves as an effective barrier against the infiltration of radical ideologies.

Strengthening the law, including amendments to the 2018 Anti-Terrorism Law, provides greater authority for preventive action against terrorist activities. Collaboration between the government and large technology companies helps remove radical content and creates a deterrent effect for spreaders of extremist ideologies (Hamilton et al., 2020). In addition, this strengthening of the law also allows security forces to act more proactively in dealing with potential threats. The main challenge is to ensure that law enforcement is in line with human rights so as not to trigger new discontent that radical groups can exploit.

3.4 Counterterrorism strategy in Indonesia

Terrorism is a growing global threat that threatens national stability in many countries, including Indonesia. To face this challenge, the Indonesian government has developed a comprehensive strategy that includes deradicalization, strict law enforcement, improving the quality of law enforcement officers, and international cooperation. This synergistic approach aims to prevent radicalization, punish perpetrators of terrorism, and strengthen international collaboration to address transnational threats.

Deradicalization is a key pillar in the counterterrorism strategy managed by the National Counterterrorism Agency (BNPT), focusing on changing extremist views through moderate religious education, psychological counseling, and job skills training for former terrorists. BNPT applies both hard and soft approaches, where repressive measures involve the police, military, and national intelligence, while non-violent measures such as deradicalization aim to reduce the threat of terrorism and minimize human rights violations (Nakissa, 2020). The program also reaches out to families and communities of former perpetrators to prevent reengagement with radicalism, in line with the UK Prevent Program's approach of increasing community resilience to extremist ideas through democratic values and tolerance (Andrews et al., 2022). The success of this de-

radicalization program relies heavily on the involvement of all elements of society to create an environment that supports positive change.

Firm and consistent law enforcement is also a key component in Indonesia's counter-terrorism strategy, with the adoption of the Anti-Terrorism Law. The government established special units and increased public awareness to minimize the threat. The evolution of this strategy was influenced by global events such as the 1972 Munich Massacre, which triggered the establishment of specialized counter-terrorism units in various countries, becoming a model for Indonesia (Hubson et al., 2022). This law enforcement, while effective, must consider the balance between security and human rights, maintaining transparency and fairness in its procedures (Marsili, 2023). This reflects the importance of comprehensively developing an approach that is adaptive and compliant with applicable legal principles.

Improving the quality of law enforcement officers is also essential in dealing with complex threats. They need to be equipped with the latest skills through continuous training, including advanced technologies such as big data and AI to detect early threats. Computer simulations and VR games are proposed to improve officers' skills in complex terrorism scenarios (Lovreglio et al., 2022). In addition to technical skills, the integrity and accountability of officers is also a focus to ensure ethical and responsible actions in law enforcement.

International cooperation plays an important role in countering terrorism in Indonesia, given the cross-border nature of terrorist networks. BNPT actively coordinates with countries and international organizations such as ASEAN and the UN, to align national policies with global consensus, through information exchange, joint training, and participation in international forums (Nakissa, 2020). This cooperation helps Indonesia address challenges such as terrorism financing and the illegal arms trade, while enhancing national capacity through access to the latest technology and training from more advanced countries (Masyhar et al., 2023). This collaboration also strengthens Indonesia's position in the global fight against terrorism, making the country a strategic partner in maintaining regional and international security.

Overall, Indonesia's counterterrorism strategy includes various complementary approaches, ranging from deradicalization, law enforcement, apparatus quality improvement, to international cooperation. These measures are designed to not only address the current threat of terrorism, but also prevent future radicalization, and ensure a safer and more stable environment for all Indonesians.

4. Conclusions

Terrorism is a multidimensional and complex threat to Indonesia's national security and socio-economic stability. This threat comes from various forms of terrorism, including dissident terrorism, religious-based terrorism, cyber terrorism, and asymmetric terrorism. Factors causing terrorism in Indonesia include socio-economic inequality, globalization of radical ideology, social marginalization, and political discontent. Socio-economic inequality and social marginalization create an environment vulnerable to radicalization, while the globalization of radical ideologies and advances in information technology accelerate the spread of extremist ideologies across national borders.

In facing this threat, the Indonesian government has developed a comprehensive and adaptive counterterrorism strategy, which includes prevention, deradicalization, strict law enforcement, improving the quality of law enforcement officers, and international cooperation. Prevention of terrorism in Indonesia focuses on counter radicalism through education programs, public awareness campaigns, and the use of artificial intelligence technology for early detection. This approach is designed to prevent radicalization early on and counteract the spread of extremist ideologies, especially among the younger generation.

In addition, the deradicalization program run by BNPT aims to help individuals who have been involved in terrorism activities return to society with a more moderate perspective. Through a humanist approach, this program not only reaches radicalized individuals, but also involves their families and communities, so that the reintegration process can run better and prevent re-engagement in radicalism. Deradicalization is one of the most important strategies in reducing the number of individuals reengaging in radical activities.

Firm law enforcement is also an important part of the strategy to deal with terrorism. The amendment to the Anti-Terrorism Law gives greater authority to law enforcement officers in order to take preventive actions, including the arrest of parties suspected of being involved in planning terrorist acts. The challenge arising from this law enforcement is to maintain a balance between national security and human rights, so that preventive measures can be carried out fairly and transparently.

Improving the quality of law enforcement officers and international cooperation are also important components in this strategy. Intensive training, the use of advanced technology such as big data and artificial intelligence, as well as cooperation between domestic and international security agencies are key in improving the effectiveness of counterterrorism in Indonesia. International cooperation allows Indonesia to share intelligence information, conduct joint operations, and obtain the latest technology and training from countries that are more advanced in combating terrorism.

Overall, Indonesia's counterterrorism strategy requires a holistic approach, both law enforcement and deradicalization, including the prevention of radicalization through improved socio-economic welfare, social inclusion, and more equitable political policy improvements. With a coordinated and comprehensive approach, the Indonesian government is expected to significantly reduce the threat of terrorism and create a safer and more stable environment for all its citizens. These measures are also expected to strengthen Indonesia's role in global efforts to counter terrorism.

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Conflicts of Interest

The authors declare no conflict of interest.

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