Implementation of Collaborative Governance in Countering Terrorism in Indonesia

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ABSTRACT

Keywords: Global Threat, Collaborative Governance, Terrorism.

Terrorism is one of the global threats that can affect Indonesia's social, political, and economic stability. Currently, terrorism has been categorized as an extraordinary crime that requires extraordinary efforts from various parties to counter it. This research examines and describes the collaboration process built into countering terrorism in Indonesia. This research uses a descriptive qualitative method with six informants as research subjects. The results show that implementing collaborative governance to counter-terrorism in Indonesia has been running well and involves many parties. However, in the context of the stages of the implementation of collaboration, there are still obstacles. The motivational factor of the parties involved in counterterrorism is enough to influence the imbalance of resources and knowledge among collaborative actors. Different perceptions in addressing the issue of terrorism have caused the starting conditions in the implementation of collaboration not to work correctly. This affects the commitment between collaboration actors and the consistency in running various terrorism prevention programs. In addition, the lack of solid regulations governing BNPT's role as coordinator in terrorism prevention causes obstacles in the synergy process. Collaboration has been implemented in terms of quantity, but in terms of quality, there are still things that are not optimal.

Introduction

The development of radical groups that lead to acts of terrorism has become a national and international security issue. Terrorism is one of the global threats that affect national and international economic stability because it causes an atmosphere of widespread terror in society (Reksoprodjo et al., 2018). Radicalism in Indonesia poses a significant threat to the resilience of state ideology. Information disclosure is the cause of the development of radicalism, which was once clandestine and is now carried out

blatantly (Adikara et al., 2021). The pattern of spreading the radical ideology of terrorism has also begun to undergo changes, which initially from kinship/kinship relationships have now changed by utilizing technology to spread it.

The report of the results of the UN high-level panel in 2004 entitled "Threats, Challenges, and Change, stated that in the 21st century, there are 6 (six) threat clusters, namely social and economic threats (poverty and environmental damage); conflicts between states; conflicts within states (civil wars, genocides, and other large-scale criminal events); the threat of nuclear, radiological, chemical and biological weapons; terrorism; and transnational organized crime. Based on the UN report, terrorism is one of the threats that Indonesia needs to be aware of. The phenomenon of terrorism can threaten the state, public, and human security (United et al., 2004).

Terrorism has been categorized as an extraordinary crime, so it requires multistakeholder cooperation to overcome. The problem of terrorism has become a particular concern for the international community, including the Indonesian government. Terrorism severely threatens peace and security and legal, social, and economic development (Adnan & Amaliyah, 2021).

The pattern and targets of terrorist attacks in Indonesia have also transformed. Initially, terrorist attacks were carried out with careful planning and focused on attacking Western symbols such as embassies and foreign nationals. However, now there is a shift in the pattern of targets of terrorism attacks that are more varied by attacking other targets such as police stations, places of worship, government offices, and other public spaces through a single action using suicide bombings or other methods (Nur et al., 2020).

Research from the Indonesian Laboratory 2045 research institute also states that the majority of terror perpetrators tend to carry out actions by bombing, with the main targets being individuals / personal assets, religious figures/places, and police officers. (Fahmi, 2022). The following are the targets of terrorist acts in Indonesia from 2002 to 2021.
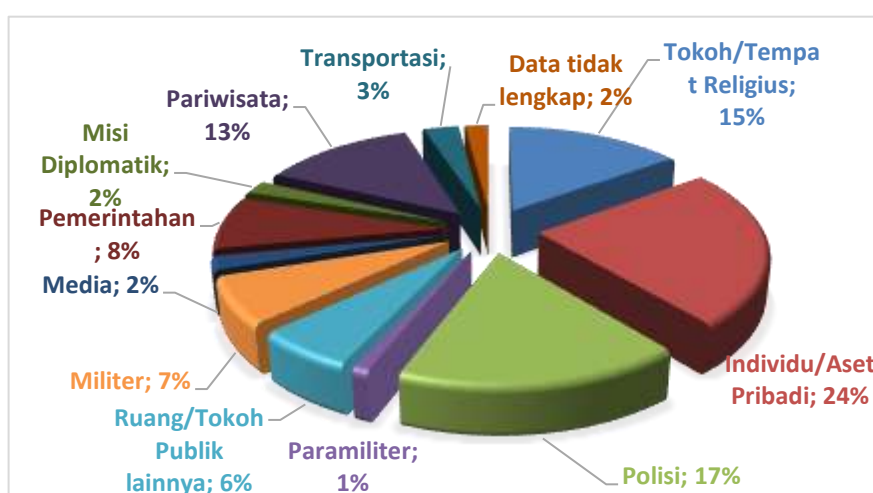
Figure 1
Target of Terrorist Attacks in 2000-2021

Based on the figure above, it shows that the highest target of terrorist attacks from 2000-2021 was to attack individuals/personal assets by 24%. The second highest target was the police at 17%. Religious figures/places are the third highest target at 15%, followed by tourism places, government offices, and other public spaces / public figures. This shows that terrorism is still a strategic issue that has not found an optimal solution in overcoming it because it is still happening in Indonesia.

The Government of the Republic of Indonesia and the House of Representatives have also enacted and passed Law Number 5 of 2018 concerning the Eradication of Criminal Acts of Terrorism as one of the efforts to strengthen the implementation of counterterrorism policies in Indonesia. Through the implementation of the Law, it is hoped that counterterrorism can run well from upstream to downstream. Counterterrorism is carried out by strengthening regulations and synergy in implementing various efforts to prevent, protect, deradicalize, and crack down on perpetrators of criminal acts of terrorism.

Based on various challenges in dealing with the growing potential threat of terrorism and the absence of solid synergy between stakeholders in countering terrorism, the author will conduct research titled "Application of Collaborative Governance in Counterterrorism in Indonesia." The results of the analysis of the implementation of this policy are expected to be an alternative in policy formulation, significantly increasing synergy and multistakeholder collaboration to maximize the entire nation's potential in counter-terrorism efforts according to the duties and functions of each party. The above significantly impacts BNPT's operational activities as an institution mandated coordinator in countering radicalism and terrorism in Indonesia.

Previous research in a journal entitled Analysis of Yogyakarta Special Region Police Strategy in Tackling Terrorism (Saputra, 2021). The focus of his research shows that the DIY Regional Police, in counterterrorism management, has used a Penta helix participation approach. The program formed by the DIY Regional Police is called Quick Wins, where counterterrorism activities are carried out by ten work units at the DIY Police level by involving the participation of 5 counterterrorism elements called Penta helix consisting of elements of government, private, community, NGOs and academics/terrorism researchers. This approach contains the intention that countermeasures can be carried out effectively and efficiently. Ideally, with the participation of various external parties in carrying out their duties to realize public security and order (Kamtibmas), there will be no more radical acts and acts of terrorism in DIY.

From the background and formulation of the problem above, it can be described the objectives of the research as follows:
1. Describe the condition and efforts of the government in countering terrorism
2. Describe the application of collaborative governance in terrorism prevention in Indonesia.

Research Methods

In this study, the author used qualitative research methods with a descriptive approach. According to (Murdiyanto, 2020), qualitative research is a type of research that produces findings that cannot be achieved using statistical procedures or by other means of quantification. Qualitative research is descriptive and tends to use an inductive approach analysis by emphasizing the understanding of problems in social life based on reality conditions or natural settings that are holistic, complex, and detailed. (Zuchri, 2021) also, qualitative research data is descriptive in words and images and not in numbers obtained through in-depth interviews.

Location and Time of Research

The research will be carried out at the National Counterterrorism Agency as an element of government and other stakeholders spread across Indonesia. It is planned to take place between June 2023 and May 2024. Researchers limit the area to stakeholders located in Jabodetabek.

Data sources

In this study, only two parts are needed, namely:

1. Person, a resource that usually provides data in the form of oral answers through interviews or written answers through questionnaires.
2. Paper (symbol), a data source that presents signs in letters, numbers, images, or other symbols. With this understanding, "paper" is not limited only to paper as translated into English but can take the form of laws, regulations, or other supporting data suitable for documentation methods.

The data sources of this study include two primary sources, namely:

1. Data Primer

Primary data is data obtained from sources without intermediaries. This data was obtained through interviews with interested parties involved in counter-terrorism efforts.

2. Data Seconds

The secondary data used are various pieces of literature related to counterterrorism strategies from journals, articles both printed and sourced from the internet, and some previous research results related to this study, namely, on collaborative governance in countering terrorism in Indonesia.

Data Validation Techniques

Data in qualitative research can be declared credible if there are similarities between what the researcher reports and what happens to the object under study (Mekarisce, 2020). The results of qualitative research require a credibility test that aims to prove that the data obtained is valid and by the reality that occurs in the object of research. States that the formulation of data validity examination concerns the criteria of the degree of trust, transferability, dependability, and confirmability.

Data Analysis Techniques

The stages of research data analysis using theory (Engle, 2015) are:

1. Data Condensation

Data condensation refers to selecting, focusing, simplifying, abstracting, and transforming data in field notes and transcripts.

2. Data Presentation (Data Display)

Data on the results of condensation activities are then presented based on the aspects studied. Presenting data will help us understand what is happening and plan the next work based on what we have understood.

3. Conclusion Drawing and verification

The third step in qualitative analysis is to draw conclusions and verify them. The initial conclusions presented are provisional and will change if no substantial evidence supports the following data collection stage.

Results and Discussion

The National Counterterrorism Agency (BNPT) is a Non-Ministerial Government Institution (LPNK) located on Jalan Anyar No 12, Sukahati, Citeureup District, Bogor Regency, West Java. This location was chosen based on several strategic considerations. First, Sukahati is an area that balances accessibility and privacy. Located not far from the capital, this area provides easy access for officers and staff while ensuring the operational safety of the institution from external interference. Second, geographically, Sukahati is on a relatively stable plain, with minimal risk of natural disasters, which is essential for the continuity of operations of a security institution. Tropical climatic conditions with predictable weather variations facilitate activity planning and logistics. In addition, the surrounding environment, which is a blend of urban and rural areas, provides an advantage in simulating various scenarios of handling terrorism. Third, security and confidentiality factors are also significant considerations. BNPT's hidden yet easily accessible location from the main line facilitates surveillance and reduces unexpected risks. The presence of this agency in less densely populated areas reduces the risk to civil society in terms of security.

Analysis of the Application of Collaborative Governance in Countering Terrorism in Indonesia

In implementing collaborative strategies in terrorism prevention between BNPT and related stakeholders, the author will provide an overview of the implementation of collaborative governance, which will be described in four dimensions: starting conditions, facilitative leadership, institutional design, and collaborative processes. Currently, the collaboration process is at the core of this model. At the same time, the initial conditions, institutional design, and facilitative leadership are supports that can make essential contributions to the collaborative process.

This collaboration model was chosen because it describes in detail how the collaboration process is cyclical. Researchers also use this theory because, before cooperation in terrorism prevention in Indonesia, there were leadership activities, trust between actors, mutual commitment, and institutional structures. This characterizes collaborative practice. In addition, terrorism prevention in Indonesia has also involved

cooperation between government and non-government, which characterizes collaborative governance practices.

The implementation of collaborative governance in terrorism prevention in Indonesia has involved various elements such as academics, business/business actors, civil society, government, and media. Each stakeholder has roles and responsibilities according to their capacity and capability. Synergy can accelerate various programs and policies, mainly to prevent terrorism.

Resource and Knowledge Imbalance Between Collaboration Actors

The results of an interview with Mr. Bangbang Surono, the President and Secretary of BNPT, regarding indicators of imbalance of resources and knowledge, stated that there are still differences in perceptions between stakeholders such as elements of academia, business actors, civil society, and the media in understanding the issue of terrorism. Therefore, strengthening synergy between the government and relevant stakeholders must continue to improve to equalize perceptions in the context of the fight against terrorism ideology. Through synergy and collaboration with various parties, it is hoped that it can build national resilience and campaign messages not to be tired of the fight against the ideology of terrorism.

In an interview, Mr. Makmun Rasyid, one of the MUI administrators, also stated that there are still differences in views from non-governmental organizations (NGOs) regarding the issue of terrorism. Some NGOs are anti-terrorism because it is considered to discredit Islam. In addition, there are still NGOs who consider that the spirit of countering terrorism in the world causes certain people who have an interest in spreading radical ideology to Indonesia (to seek sympathy).

The results of interviews with several informants indicate that there is an imbalance of knowledge and resources, both human and financial, in addressing the problem of terrorism in Indonesia. This is shown by the differences in perceptions/views from stakeholders in addressing these problems, resulting in not making an optimal contribution in the dimension of starting conditions in implementing collaborative governance in countering terrorism in Indonesia.

The results of (Bakti et al., 2021) state that countering terrorism requires social and cultural engineering to establish cooperation and synergy with all parties, especially the younger generation, to prevent through counternarrative, counter ideology, and counterpropaganda of terrorism in cyberspace. The community must be able to play an active role in efforts to prevent radical acts of terrorism. (Reksoprodjo et al., 2018) They stated that BNPT had established a Terrorism Prevention Coordination Forum (FKPT) in the area, an extension and a BNPT think tank. This forum aims to synergize terrorism prevention efforts involving all elements of society based on the use of local wisdom values in the regions.

Constraints of Stakeholders to Collaborate (Conflict)

The results of an interview with Mr. Bangbang Surono, the President Secretary of BNPT, regarding indicators of stakeholder constraints to collaborate (conflict) stated that collaboration and coordination are easy to say but challenging to implement. For this

reason, equalizing perceptions regarding terrorism prevention efforts and high commitment from stakeholders can accelerate various policies and strategies that have been set together. An apparent reference is needed to regulate the role of each interest group for optimal collaboration. NAP PE can be one of the guidelines for various parties ranging from relevant ministries/institutions to all elements of society when implementing policies, especially in efforts to prevent terrorism in Indonesia. In addition, it is necessary to support both human resources and budgets for each interest group so that the implementation of collaboration can run well.

Institutional Design

Participation and transparency are needed in the institutional design dimension to encourage collaborative processes. This dimension contains several indicators, including the role and participation of stakeholders in collaborating, transparent collaboration processes, and basic rules or regulations that support collaboration. The basic rules of cooperation are mutually agreed upon by the parties, not just the agreement of one of the parties. This aspect focuses on the clarity of rules and procedures. Rules must be enforced fairly, transparently, and openly so that the parties can be assured that any discussion and negotiation is pure and not just lip service to cover up a confidential agreement. The explanation of each indicator will be described as follows:

Role and Participation of Stakeholders in Collaborating

The results of an interview with Mr. Bani Fajar regarding indicators of the role and participation of stakeholders in collaborating stated that the role of business actors is to help equalize perceptions in the community, especially to customers, help campaign for terrorism prevention through socialization and various training. Security Service Business Entities (BUJP) that have a role in securing the public sector can help virtualize various policies made by BNPT.

Transparent Collaboration Process

On the transparency indicator in the collaboration process, Mr. Yaenurendra, as a member of the NAP PE Secretary, said that collaboration transparency, in terms of budget, activity programs, and target priorities, has been well implemented. However, not all intelligence data can be accessed by all parties. This concerns the principle of confidentiality of intelligence data.

In his interview, Mr. Makmun Rasyid, Deputy of Social and Political Issue CICSR, also corroborated previous informants' opinions by mentioning that transparency in preventive actions has been done well because all activities are published through the media. However, data collaboration has not been carried out transparently because each stakeholder still has differences in data. In addition, because there is no data collaboration, it is difficult to find the delivery of ideas in the form of terrorism prevention programs from the role of stakeholders carried out in a bottom-up manner. This can be done by expanding aspiration absorption through more massive FGDs and workshops.

Collaboration Process

The collaboration process has three stages: problem determination, goal determination, and implementation. Communication is at the heart of collaboration, so

indicators that support the implementation of the collaboration process start from face-to-face dialogue, build trust and commitment to the collaboration process, and share understanding and interim results. The explanation of each indicator can be described as follows;

a. Dialog Tatap Muka (Face-to-Face Dialogue)

In the face-to-face dialogue indicator, the results of an interview with Mr. Yaenurendra as the RAN PE Secretary team showed that BNPT often carried out face-to-face dialogues, gathering stakeholders either in a joint or separate forum. The enthusiasm of the stakeholders has been outstanding, although driven by curiosity from each stakeholder.

b. Building Trust

In the collaboration process, stakeholders can provide input and be accommodated to little or little, reflected in a terrorism prevention program. Efforts to build trust between stakeholders in collaborating are one indicator of a good collaboration process. In the interview, Mr. Yaenurendra, a member of the Secretary of RAN PE, explained that in the implementation of collaboration, other parties such as academics, CSOs, media, and business actors (businesses) were involved in meetings in planning various terrorism prevention programs. This shows the mutual trust of each interest group in implementing policies, especially in preventing terrorism in Indonesia.

c. Commitment to the Collaboration Process

In the dimension of implementing collaboration, of course, high commitment is needed from all parties involved so that the implementation of planned policies can be carried out correctly. Academics and CSOs show the highest commitment. Commitment can be conveyed orally and in writing. The commitment of interested parties is usually marked by various regulations regulating each party's roles, duties, and authorities. For example, the passing of dangerous goods control regulations used as precursors to weapons of terrorism is reflected in the program (CBRN). In addition, BNPT has also established the Nusantara Integrated Area (KTN). KTN is a soft approach that prioritizes welfare by providing opportunities for deradicalization partners, survivors, and communities to increase economic productivity. This sector supports the reintegration of deradicalization partners towards economic independence. In the long run, KTN is expected to prevent extremism and terrorism by changing the mindset to be more moderate.

d. Sharing Understanding

Furthermore, related indicators of sharing understanding with all stakeholders in efforts to prevent terrorism are shown by cooperation agreements involving various parties. The results of the interview with Mr. Bani Fajar showed that there are business actors or the private sector, namely PT Sigap Prima Astrea, willing to share understanding regarding potential acts of terrorism in their work area. This can positively impact all parties, especially by helping to prevent terrorism by strengthening the protection of infrastructure facilities. The implementation of various trainings also shows the strengthening of competence/certification for security units working in various objects so

that the potential threat of criminal acts of terrorism can be mitigated quickly and appropriately.

Several aspects found from the results of this study affect the application of collaborative governance in countering terrorism in Indonesia, including the motivation factors of the parties involved in countering terrorism, which immensely affect the imbalance of resources and knowledge between collaborative actors. Differences in perceptions when addressing the issue of terrorism result in the starting conditions in the implementation of collaboration that cannot run as it should. Indicators of stakeholder constraints to collaborate (conflict) have also not contributed optimally to implementing collaborative governance to counter-terrorism in Indonesia. This is shown by the difficulty in collaborating due to limited human and budget resources. Not all stakeholders make the issue of terrorism prevention a significant concern in their business processes, so the problem of lack of budget for counterterrorism efforts is often one of the problems found.

The starting condition dimension shows that elements of society and the media are less involved in formulating various terrorism prevention policies. The community is only the object of program implementation without involvement in planning. Ideally, the community should be directly involved in formulating these policies because the community is more aware of the conditions or facts around their environmental areas. Media elements are also rarely involved in various disseminations regarding procedures for reporting arrests or incidents of acts of terrorism. This can affect public perception of terrorism if delivering news in the media is wrong. Elements of society and the media must be at the forefront of terrorism prevention programs. The government, in this case BNPT, which functions as the leading sector in countering terrorism, must develop a partnership strategy with the community. The role of the community is crucial so that there is no turmoil in various regions.

In terms of institutional design, it has yielded quite good results. The ratification of various regulations marks this and the signing of various memorandums of understanding between BNPT and various stakeholders to combat and prevent terrorism. Since the enactment of Law Number 5 of 2018 concerning the Eradication of Criminal Acts of Terrorism, BNPT has the role and responsibility to coordinate various ministries/agencies, local governments, and all elements of the nation to build national resilience in the context of preventing criminal acts of terrorism in Indonesia. However, there are still some indicators that need to be improved in terms of the quality of implementation. For example, a clear division of roles and responsibilities of each stakeholder as outlined in a basic rule or regulation such as MoUs and cooperation agreements requires consistency and transparency in the collaboration process.

The aspect of facilitative leadership in counter-terrorism collaboration has been well implemented. However, there are still several obstacles, such as the lack of solid regulations governing the role of BNPT as a coordinator in terrorism prevention; the BNPT organization is still very young at 13 years old, so sometimes there are still obstacles in the synergy process, in the private sphere it is felt that it is still not involved

in terrorism prevention because it has not become a significant concern. The collaboration process has also shown quite good results. More substantial commitment and consistency between stakeholders in collaboration are expected to be increased so that the implementation of various terrorism prevention programs and policies can run optimally.

In this regard, better collaboration is needed from planning and implementation to evaluation. The collaboration focuses on the involvement of all elements of society by building and increasing awareness of potential threats of terrorism. This is important so that the public is not affected by propaganda spread by networks of terrorist groups.

Increasing public insight and knowledge about the dangers of radical terrorism by recognizing its characteristics, modus operandi, and impact is essential to building community resilience. This is done by empowering the community. Community empowerment to anticipate the threat of terrorism in Indonesia requires an operational framework involving five essential elements: the government, academia, civil society, business actors, and the media. The central government plays a vital role in determining policies that will be used as guidelines by local governments and related agencies to ensure the community environment is safe from the threat of terrorism. The role of stakeholders is carried out through community empowerment, which is established in cooperation and is called community partnership. In order to improve the effectiveness of community empowerment, it is necessary to develop a working guideline that maps the role of each party in empowering the community and preventing acts of terrorism in Indonesia.

Conclusion

Based on the results of research that has been described in the previous chapter, the conclusions of this study are as follows:

1. Generally, governance in countering terrorism in Indonesia has been carried out well and systematically because there are regulations governing this matter, namely Law Number 5 of 2018. These regulations can be a reference for Increasing Public Awareness and Public Engagement and encouraging multistakeholder collaboration to build public resilience to form prevention, deterrence, and resistance against the dangers of violent ideologies, radicalism, and terrorism. The role of stakeholders is carried out through community empowerment, which is established in cooperation and is called community partnership.

2. The implementation of collaborative governance in countering terrorism in Indonesia has been running well and involving many parties. However, in the context of the stages of implementing collaboration, there are still differences in perceptions between collaboration actors in addressing the issue of terrorism. This affects the commitment between actors, collaboration, and consistency in various terrorism prevention programs. In addition, the lack of solid regulations governing the role of BNPT as a coordinator in terrorism prevention sometimes still causes obstacles in the synergy process. In terms of quantity, many collaborations have been carried out, but in terms of quality, there are still things that are not optimal. Early detection of potential acts of

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terrorism can be done with the readiness of all elements/interest groups in early detection and early prevention of all possible possibilities. The synergy between the government and the public in preventing terrorism positively impacts creating a better security situation in Indonesia.

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