STRENGTHEN PUBLIC PARTICIPATION IN DERADICALIZATION IN INDONESIA

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Abstract - Acts of terrorism are not something new in Indonesia. Since the beginning of independence, the Old Order era, the New Order era until now, acts of terrorism have always existed in different forms, motives and movements. The coping strategies are also different following the pattern of acts of terrorism. In the reform era, acts of terrorism increased significantly both in quantity and quality. Until the government looked increasingly serious in tackling acts of terrorism by issuing Perpres No. 46 of 2010 concerning the establishment of the National Counterterrorism Agency (BNPT) which in 2012 was amended by Presidential Regulation No. 12 of 2012. This paper uses a descriptive qualitative approach as the main writing approach, and uses a three-category civil participation model from the OECD as an analysis tool. The results of this study are: Communication strategies are needed to shape the information infrastructure and target groups to become more knowledgeable. However, the possibility of several problems remain, such as how to overcome the passivity of the community and the lack of use of information in regional mass media. To get input from the public, BNPT can create a program to inform the public about the problem of terrorism. Several activities were carried out, such as: (1) study tour for journalists; (2) conferences on terrorism; and (3) visits to areas potentially exposed to radicals and directing private meetings with the public. The government can build partnerships with Islamic-based organizations and NGOs that pay attention to the problem of terrorism. The partnership that is built will influence the public to be more active as the eyes and ears of the government in detecting radical ideas that will lead to acts of terrorism. The partnership will help the government achieve the goal of deradicalization through: reduction of power, knowledge, and specific intelligence.

Keywords - Radicalism, Information, Consultation, Active Participation

I. INTRODUCTION

Acts of terrorism are not something new in Indonesia. Since the beginning of independence until now acts of terrorism have always been in different forms, motives and movements. The coping strategies are also different following the pattern of acts of terrorism. During the Old Order era, policies and strategies to counter terrorism were implemented using a security approach through military operations based on the Subversive Law. Similar to the Old Order, countering terrorism in the New Order era also bases on the Subversive Law with more emphasis on intelligence operations. In the era of reform, democratization, freedom and human rights perspectives in various sectors have also influenced policies and strategies to combat terrorism that prioritize aspects of law enforcement such as the issuance of Law No. 15 of 2003 concerning Eradication of Terrorism Crimes after the 2002 Bali Bombing in Legian Bali. In the reform era, acts of terrorism increased significantly both in quantity and quality. Until the government looked increasingly serious in tackling acts of terrorism by issuing Perpres No. 46 of 2010 concerning the establishment of the National Counterterrorism Agency (BNPT) which in 2012 was amended by Presidential Regulation No. 12 of 2012. The establishment of the BNPT is a state policy in carrying out terrorism in Indonesia as a development of the Counter Terrorism Coordination Desk (DKPT) made in 2002. BNPT is a leading sector that is authorized to compile and make policies and strategies as well as being a coordinator in the field of combating terrorism. BNPT has three policies in the area of prevention of protection and deradicalization, the field of enforcement and capacity building and the field of international cooperation. In carrying out its policies and strategies, BNPT runs a holistic approach from upstream to downstream. The resolution of terrorism is not only completed by law enforcement and enforcement (hard power) but most importantly touches the head of the problem with prevention efforts (soft power). In using soft power, BNPT involves the community to prevent the growth of radical understanding which is an embryo of terrorism. Community participation is increasingly needed along with the increasing terrorist attacks. The following table shows terrorist attacks nationally.

No	Date	Information
2017		
1.	January	Arrest of terrorists in Central Java
2.	February	Pot bomb in Cicendo, Bandung
3.	March	Arrest of terrorists in Central Sulawesi, Banten, South Tangerang and Kediri
4.	April	Arrest of terrorists in Lamongan and Tuban
5.	May	Bomb in Kampung Melayu, Jakarta

6.	June	The stabbing of police members in Jakarta, and the attack on the North Sumatra Regional Police office.
7.	July	Installation of ISIS flags in the Kebayoran Jakarta Sector Police office, and terrorist arrests in Sukabumi
8.	August	Arrest of terrorists in Bandung, Serpong, and Sumedang
9.	September	The shooting of the Bima Resort Police Office, and terrorist arrests in Cirebon
10.	October	Arrest of terrorists in South Sulawesi, Riau, Central Java and Bima
11.	November	Arrest of terrorists from ISIS sympathizers in North Sulawesi and Kalimantan
12.	December	Arrest of terrorists in South Sumatra and East Java
2018		
13.	January, 2nd	Terrorist attack on Bontoala Makassar Sector Police Command Headquarters using a Pipe Bomb.
14.	February, 12th	Attack on the church of St. Lidwina, Sleman D.I Yogyakarta by Suliyono a student.
15.	February, 13th	Teroris menembak anggota Satuan Tugas Bantuan Tim Khusus Sinak, Pratu Sandi Novian di Distrik Sinak, Kabupaten Puncak, Papua. Terrorists shot members of the Sinak Special Team Assistance Task Force, First Private Sandi Novianin Sinak District, Puncak Regency, Papua.
16.	March, 8th	Teroris melemparkan bom Molotov ke rumah Sersan Satu Muh. Arsyad, anggota Komando Rayon Militer 04, Mandai, Makassar,Sulawesi Selatan Terrorists throw Molotov bomb at First Sergeant MuhArsyad's house, member of Military Command 04, Mandai, Makassar, South Sulawesi.
17.	March, 12th	The destruction of the Catholic Church of Santo Zakaria in Ogan Ilir District, South Sumatra.
18.	May, 8th	Riots at the Brimob Command Headquarters Detention House by terrorism prisoners resulted in 5 police officers and a terrorist prisoner dying.
19.	May, 13th	Suicide bombings in 3 churches in Surabaya, the Santa Maria Catholic Church, the Pentecostal Church, and the GKI, resulted in 12 deaths. Subsequently a follow-up explosion occurred on the same date at the Wonocolo Sidoarjo Flats which resulted in 2 of the perpetrators being killed.
20.	May, 14th	A suicide bombing at the Surabaya Kota Besar Resort Police Headquarters by 4 people and killed all the perpetrators.
21.	May, 16th	The terrorist group " Pa'Ngah" attacked the Riau Police Headquarters. 1 person died and 3 people were injured while 4 people died and 1 person was arrested.

Sumber: BNPT, 2019.

Terrorism is an act of crime that has complex roots and networks that can not only be approached with an institutional approach through law enforcement alone. The participation of the community, especially the environment of educational institutions, families and the community as well as the young generation itself in preventing terrorism is very important. For this reason, the involvement of all components of society is needed in combating terrorism for the sake of the life of a peaceful, just and prosperous nation and beloved country.

Therefore, it is necessary to strengthen public participation. Some of the benefits of public participation (Beckley et al., 2005), are: (1) participatory decisions are more inclusive from various perspectives and values; (2) participation can lead to better and more informed decisions; (3) participation can produce durable and sustainable solutions; and (4) participation provides legitimacy and encourages compliance with decisions. To strengthen public participation, the OECD (Organization for Economic Co-Operation and Development) developed a model of three categories of civic engagement, namely: information, consultation and active participation written in its report Citizens as Partners (OECD, 2001).

II. METHODOLOGY

This paper uses a descriptive qualitative approach model as the primary writing approach. The data used in this writing is secondary data, where secondary data is generally in the form of evidence, records, or historical reports that have been compiled in archives (documentary data), both published and unpublished (Moleong, 2014). The techniques used to collect data in this paper are: (1) Study of literature, a series of activities related to the method of collecting literature, reading, recording, and processing research materials; (2) Documentaries, documentation studies conducted by reading previous writing reports and journals relating to this writing. In this method, the author simply moves the relevant data from the source or document needed; (3) Discussion, collecting data by discussing ideas with people who are competent in this matter to solve certain problems related to this paper; (4) Intuitive-Subjective, is the

involvement of the author's opinion about the problem being discussed (Ghofar, 1999).

III. LITERATURE REVIEW

Public Participation

What is public participation in relations with state governance? In the Indonesian dictionary, participation is the participation of a person in an activity or taking part or participating. The Republic of Indonesia Minister of Home Affairs Regulation No. 5/2007 states that participation is the active participation and involvement of the community in the development planning process. According to Uraia, public participation is an action or series of actions taken by someone to involve themselves in government or community affairs. These activities include voting, attending meetings, participating in public or private political discussions, signing petitions about desired government actions or policies, volunteering in community activities and donating money to someone's political party or candidate among other similar activities. Scientist Keith Davis defines: "Participation can be defined as the mental and emotional involvement of a person in a group situation that encourages him to contribute to the group's goals and share the responsibilities within them".

In the 2008 General of British Columbia Auditor, public participation identifies the core values of participation, namely:

- Public participation is based on the belief that those who are influenced by a decision have the right to be involved in the decision-making process.
- Public participation includes a promise that public contributions will influence decisions.
- Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers.
- Public participation seeks and facilitates the involvement of those who are potentially affected or interested in a decision.
- Public participation seeks input from participants in designing how they participate.
- Public participation gives participants the information they need to participate in a meaningful way.
- Public participation communicates to participants how their input influences decisions
- Strengthen Public Participation

To strengthen public participation, the OECD (Organization for Economic Co-Operation and Development) in its report Citizens as Partners (OECD, 2001) developed a model of three categories of public involvement, namely information, consultation and active participation. A model created to describe the character and level of participation and place of participation in the policy cycle. This model establishes features that determine the role of citizens and government at various points on the scale of information, consultation and participation. It illustrates how active and willing participants are in the design, implementation, monitoring and evaluation of public policies.

Deradicalization

Talking about deradicalization means having to associate with terrorism. What is terrorism? Many definitions that explain terrorism, include: F.M. Watson said: "Political terrorism can be defined as a strategy, that is, a method used by an organized group or party to get attention to its objectives, or force concessions to achieve their goals, through the use of deliberate systematic violence." While the definition of terrorism according to Law no. 5 of 2018, are: Terrorism is an act that uses violence or threat of violence that generates an atmosphere of terror or widespread fear, which can cause mass victims, and / or cause damage or destruction to vital strategic objects, the environment, facilities public, or international facilities with ideological, political or security interference. In conclusion, the meaning of the term terrorism is that it is usually carefully planned in secret whether to commit one or more dramatic incidents or create a long-term destruction program. The general objective is to force the government to accept changes that have political or ideological or even religious significance. In general, the term radicalization is used to describe how a person becomes a terrorist or extremist, usually as a result of the process of adopting certain ideas that lead to the use of violence. From the perspective of the European Commission for example, radicalization is the process of embracing opinions, views and ideas that can lead to acts of terrorism (Reinares et al., 2008, p. 5). Radicalism is the embryo of the birth of terrorism. Radicalism is an attitude that craves total change and is revolutionary by overturning existing values drastically through violence and extreme actions. BNPT in the Strategy for Facing Terrorism Radicalism - ISIS identifies several characteristics that can be recognized from radical attitudes and understandings, namely: (1) intolerance (not wanting to respect the opinions and beliefs of others); (2) fanatic (always feels right himself and thinks others are wrong); (3) exclusive (differentiating themselves from Muslims in general); and (4) revolutionary (tends to use violent means to achieve goals). Understanding deradicalization (Altier, Thoroughgood, & Horgan, 2014; Bjørgo, 2011): Deradicalization is the process by which a person is willing to be full of awareness to abandon his radical ideology. Distinguished from disengagement, is the process by which a person changes his radical

behaviour (no longer uses violence, abandons radical groups), but still adheres to his radical ideology. Deradicalization is distinguished in levels: (1) Micro / individual, characterized: individuals are no longer interested in radical ideology, individuals lose commitment to radical groups, can be supported by personal events that are very important such as marriage and child birth, intellectual doubts namely views alternative views are obtained from books or other media; (2) Meso / group, characterized by: no longer influenced by radical groups and their activities, and triggered by internal conflict, disappointment in the leaders of radical groups; and (3) macro / community, characterized by: prison can be an environmental context that is able to de-radicalize terrorist perpetrators. In short, despite the fact that radicalization is growing on the basis of various religious or political ideologies, radicalization remains one of the most identified threats to the internal security of many countries, the driving factors and mechanisms behind radicalization remain largely unknown.

National Counter Terrorism Agency (BNPT) In Indonesia, the National Counterterrorism Agency (BNPT) plays an important role in the efforts to deradicalize groups and individuals who have been exposed to radicalism. BNPT has the main duties and functions according to Law no. 5 of 2018, among others: (1) Formulating, coordinating and implementing national policies, strategies and programs to combat terrorism in the fields of national preparedness, counter radicalization and deradicalization; (2) Coordinating law enforcement agencies in combating terrorism; (3) Coordinate victim recovery programs; (4) Formulate, coordinate and implement national policies, strategies and programs to combat terrorism in the field of international cooperation; and (5) BNPT becomes the center of crisis analysis and control that serves as a facility for the President to determine policies and measures to deal with crises, including the mobilization of resources in dealing with terrorism. In the area of prevention, BNPT uses two strategies. First, counter-radicalization, namely efforts to instill Indonesian values and non-violent values. In the process this strategy is carried out through both formal and non-formal education. Counter-radicalization is directed at the general public through collaboration with religious leaders, educational leaders, community leaders, traditional leaders, youth leaders and other stakeholders in providing national values. The second strategy is de-radicalization. The field of deradicalization is aimed at sympathizers, supporters, nucleus and militants carried out both inside and outside the Penitentiary. The aim of deradicalization is for core groups, sympathizers and supporters to abandon methods of violence and terror in fighting for their mission and to moderate their radical ideas in line with the spirit of moderate Islamic groups and to match nationalist missions that strengthen the Unitary State of the Republic of Indonesia.

IV. DISCUSSION

According to the OECD, to strengthen public participation, a model of three categories of public involvement was developed, namely information, consultation and active participation.

Information

Information is defined as a one-way relationship and includes passive access to information at the request of the public and as an active means by the government to disseminate information to the public. Access to information requires strong legislation, clear institutional mechanisms for implementation and independent oversight and justice institutions for enforcement. Thus, it will demand the public to know and understand their rights, and to be willing and able to implement them. The government must reconcile the public's right to know the individual's right to privacy and the need to maintain confidentiality where disclosure of information would conflict with the public interest. The public must have access to current, correct and adequate information. Balancing access rights, privacy protection and official confidentiality restrictions is a significant challenge, especially given the rapid evolution of information and communication technology. BNPT in carrying out its duties to maintain the continuity of communication with the public in providing information related to radicalism and terrorism. However, to improve the quality of resources, it is necessary to develop training programs for BNPT employees and design problem solving schemes, as well as making procedure guides for the public and web pages with clear information. Communication strategies are needed to shape the information infrastructure and target groups to become more knowledgeable. However, the possibility of several problems remain, such as how to overcome the passivity of the community and the lack of use of information in regional mass media.

Consultation

Consultation is seen as a two-way relationship in which the public gives feedback to the government. This is based on the previous definition by the government of the problem which is the basis of public views that require the provision of information. The government defines the issues for consultation, arranges questions and manages the process, while the public is invited to contribute their views and opinions. Recent consultations are recognized as an important element of public policy making in most OECD countries, and the legal, policy and institutional framework is still under development. To get input from the public, BNPT can create a program to inform the public about the

problem of terrorism. Several activities were carried out, such as: (1) study tour for journalists; (2) conferences on terrorism; and (3) visits to areas potentially exposed to radicals and directing private meetings with the public. To identify feedback, it is carried out by: (1) electronic group discussion (iFocus) and in the case of study visits, an analysis of the quality of articles is written by participating journalists; (2) observations with "mirror participation" and brief interviews in the case of the conference; and general questions and observations in terrorism cases. BNPT can also develop Web sites and create interactive portals to facilitate the public to participate electronically. Information about terrorism and deradicalization can be conveyed via the Web addressed to the press and organizations. This participation effort aims to hold communities and voluntary organizations in preventing acts of terrorism. Strengthening partnerships with NGOs can be carried out by BNPT to operate a national telephone hotline for families and people who care about acts of terrorism. This hotline is provided free of charge and if necessary, first-line counselling is anonymous. These NGOs were then given responsibility for counselling. Of course, families and concerned people can also contact one of the NGOs directly. Thus, the counselling network relies on several contact structures that aim to reach the maximum affected target group. Some families, for example, prefer to contact government departments and some strongly refuse to do so. Because all NGOs have their own characteristics and methodological approaches, this will create a high level of flexibility for the counselling network.

Active Participation

Active participation is considered a relationship based on partnerships with government, where the public is actively involved in defining the process and content of policy making. The government recognizes the same position for the public in setting agendas, proposing policy options and forming policy dialogue even though the responsibility for the final decision or formulation of the policy rests with the government. Active participation recognizes the capacity of citizens to discuss and produce policy options independently. This requires the government to share in setting the agenda and to ensure that jointly produced policy proposals will be considered in reaching a final decision. Only a few OECD countries have begun to explore this approach and experience to date limited to a number of pilot cases. The government can build partnerships with Islamic-based organizations and NGOs that pay attention to the problem of terrorism. The partnership that is built will influence the public to be more active as the eyes and ears of the government in detecting radical ideas that will lead to acts of terrorism. Active participation helps citizens understand the problem of terrorism which is increasingly complex nowadays. Active participation also increases the knowledge, values and experience available and therefore has a positive effect on the quality of decision making and administration. Partnerships with Islamic-based organizations and NGOs will help the government achieve the goals of deradicalization through: reduction of power, knowledge, and specific intelligence.

Reduction of power. One of the first and most important counter-terrorism effects of deradicalization programs is the reduction of human resources in terrorist organizations or hard-line extremists. Every successful process of deradicalization means preventing the entry of new members into terrorism networks.

Knowledge. In addition to reducing the entry of new members into extremist or terrorist organizations, the deradicalization program also provides special insights to potentially radical communities into the social processes of the community.

Specific intelligence. So far it has been difficult to directly see the relationship between deradicalization and terrorist rehabilitation programs and intelligence gathering for counter-terrorism use. A terrorist rehabilitation or deradicalization program can be compared to a witness protection program, where violators can expect lower sentences or be abolished as well as protection in return for providing necessary information related to terrorism networks.

To strengthen public participation, the government established a national participation program aimed at:

(1) developing and increasing public participation space;
(2) enhance the ability of the public and their organizations to participate in public policy;
(3) increasing the ability of public officials to develop public policies according to public participation schemes;
(4) developing a characteristic form of participation scheme;
(5) developing indicators of public participation in public policy.

Create a model to describe the character and level of participation and place of participation in the policy cycle. This model establishes features that determine the role of citizens and government at various points on the scale of information, consultation and participation. It illustrates how participants actively and willingly play a role in the design, implementation, monitoring and evaluation of public policies. For example, the high point on the consultation scale would indicate a situation where citizens are very active and the government conducts democratic and efficient consultations. Here, the main feature is the existence of an independent civil society mechanism to provide feedback and make proposals to the government. In line with that, the government respects open consultation and uses systematically valid consultation tools.

V. CONCLUSIONS AND RECOMMENDATIONS

Information is defined as a one-way relationship and includes passive access to information at the request of the public and as an active means by the government to disseminate information to the public. Access to information requires strong legislation, clear institutional mechanisms for implementation and independent oversight and justice institutions for enforcement. Communication strategies are needed to shape the information infrastructure and target groups to become more knowledgeable. However, the possibility of several problems remains, such as how to overcome the passivity of the community and the lack of use of information in regional mass media. Consultation is seen as a two-way relationship in which the public gives feedback to the government. To identify feedback, the following tools are used: (1) electronic group discussion (iFocus) and, in the case of study visits, analysis of the quality of articles written by participating journalists; (2) observations with "mirror participation" and brief interviews in the case of the conference; and general questions and observations in terrorism cases. BNPT can also develop Web sites and create interactive portals to facilitate the public to participate electronically. Information about terrorism and deradicalization can be conveyed via the Web addressed to the press and organizations. This participation effort aims to hold communities and voluntary organizations in preventing acts of terrorism. Active participation is considered a relationship based on partnerships with government, where the public is actively involved in defining the process and content of policy making. The government can build partnerships with Islamic-based organizations and NGOs that pay attention to the problem of terrorism. The partnership that is built will influence the public to be more active as the eyes and ears of the government in detecting radical ideas that will lead to acts of terrorism. Active participation helps citizens understand the problem of terrorism which is increasingly complex nowadays. Active participation also increases the knowledge, values and experience available and therefore has a positive effect on the quality of decision making and administration. Partnerships with Islamic-based organizations and NGOs will help the government achieve the goals of deradicalization through: reduction of power, knowledge, and specific intelligence.

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