# Indonesia's Policy In Responding Transnational Terrorist Network

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**Abstract**

*The primary of this research is to analyze Indonesia's policy in responding transnational terrorist network. The transnational terrorist network is a new part of terrorism that becomes a security threat for every country. Slowly, this issue becomes talked in the international world because of the impact that is given by them. Indonesia as one of the countries that considering the transnational terrorist network as a security threat because the terror activities that recently happened background by the transnational terrorist network. This research method uses a qualitative along with descriptive analysis. This research will use two concepts which are counter-terrorism and international cooperation. Therefore, Indonesia's government made efforts in order to response the existence of transnational terrorist network in Indonesia by doing some cooperation with nonstate and state actors.*

*Keywords: Transnational Terrorist Network, Terrorism, Indonesia*

## INTRODUCTION

Indonesia is one of the largest archipelagic countries located in Southeast Asia. The width of Indonesia itself is divided into two namely, the land area is 1,922,570 km$^2$ and the sea area is 3,257,483 km$^2$. With the vast territory of Indonesia causes some social problems that can disrupt the welfare and security of Indonesia, one of which acts of terrorism. Terrorism in Indonesia itself becomes a crucial issue for the Indonesian government. This is due to the many acts of terror that occurred in Indonesia and also the number of terrorist groups based on religion that spread throughout the territory of Indonesia. It is undeniable that Indonesia's fertile geographical location and many mountains make Indonesia a land to train terrorist groups militarily.

The first terrorist action in Indonesia began in 1981 at Garuda Indonesia 206 flight from Palembang to Medan. The flight was hijacked by 6 men disguised as passengers and they were carrying firearms to carry out their activities. The hijacking of the plane was carried out to free 80 prisoners who were involved in riots in Bandung and as jihad. As a result of this plane hijacking 4 terrorists, 1 soldier, and 1 crew died (Galih, 2016). Terrorism events re-emerged in 2000 that occurred in front of the house of the Embassy of the Philippines, Embassy of Malaysian, and at Christmas Eve. The peak of the acts of terror in 2000 occurred during the night of Christmas where the action of this terror took place in several churches scattered in several cities in Indonesia. At least 19 people died from the incident (Subhan, 2016). The peak of terrorism in Indonesia occurred in 2002 located in Bali. As a result of this incident, 202 people died and most of the victims died were foreigners (Hariyono, 2016). In 2003, terrorism again stood out in the terror act at JW Marriot hotel in Jakarta. Then, in 2005, the second act of terrorism took place in Bali, where the action of this terror resulted victims around 23 people died (Tuwo, 2015).

The number of terrorism incident in Indonesia was increasing year by year if it can be total, from 1981 until 2016, there are more than 50 terrorist incidents that happened in Indonesia. And most of the terrorist incidents happened in form of bombs. The terrorism that happened in Indonesia is cannot be separated from the background of the terrorist itself to do terror. So far, the terrorist acts that have taken place in Indonesia are based on jihad activities in which most terrorist groups consider jihad as a way to achieve their interests to apply the caliphate system in Islamic countries. This makes Indonesia became a country that been targeted by the terrorist groups.

According to National Agency for Combating Terrorism (BNPT) says there are 2.7 million Indonesians involved in a series of terror attacks (Hamdi, 2016). With the number of Indonesian that involved in the terrorism, it can be speculated that there are some terrorist groups that become a place for Indonesian to become terrorist. With the number of Indonesian that become terrorist, it also gives an impact on the development of terrorist groups that already existed in Indonesia. The development of terrorist groups in Indonesia itself cannot be separated with the existence of transnational terrorist networks that were grown in the international world including Indonesia.

Transnational terrorist network exists because of the existence of transnational terrorism itself. Transnational terrorism is an attack that carried out by terrorist groups towards a state that involves suspects, victims, institutions, governments, and citizen from other countries

(Djelantik, 2010). To attack and also spread their values and threat in states, transnational terrorism has a network that been spread in the states. That's why most of the terrorist actions that happened in states usually done by the transnational terrorist network. It is because most of the terrorist groups that existed in a state are part of the transnational terrorist network.

The transnational terrorist network becomes a new problem in the international world. This is because the spread of transnational terrorist networks that knows no national borders can lead to the growth of transnational terrorist networks in a country. In addition, transnational terrorist networks also have a major impact on terrorist actions in a state. So far, there are several terrorist groups that already have transnational networks in states such as Al-Qaeda, ISIS, Jemaah Islamiyah, Boko Haram, and others (Tempo.Co, 2015). The spread these transnational terrorist network becomes a threat to states including Indonesia.

In Indonesia, transnational terrorist network already existed ever since in the 2000s and slowly growing more exist. Based on BNPT estimates, there are about 10-12 core terrorist networks currently developing in Indonesia but for the network of smaller cells even more (Hamdi, 2016). The existence of transnational terrorist network in Indonesia was proven by the existence of Jamaah Islamiyah, Al-Qaeda, and ISIS. Those three terrorist groups already spread their influence in Indonesia and also have close relations with the local terrorist groups. The development of the transnational terrorist network in Indonesia was supported by the relations with terrorist groups that been existed and difficult to be detected by Indonesia government. It is because, transnational terrorist network having a relationship with terrorist groups that Islamic-based organization such as Mujahideen of East Indonesia, Mujahidin of western Indonesia, Laskar Jodo, Jamaah Anshasor Tauhid, Daulah Islamiyah Nusantara, and others (Zulkarnain, 2016).

The development of the transnational terrorist network in Indonesia itself cannot be separated with the terms recruitment that transnational terrorist network. To recruit their member, the transnational terrorist network has a cooperation with the local terrorist groups which based on the Islamic organization. The guise Islamic organization is used by terrorist members to recruit and mobilize people to be followers and used as a refuge in spreading the teachings of terrorism. So the development of terrorist networks and groups is very smooth and widespread without anyone blocking or stopping them. That's why Indonesia government is difficult to be detected by Indonesia government.

**THEORETICAL FRAMEWORK**

1. Counter-terrorism

Counter-terrorism is an action or practice and tactics undertaken by government or state institutions where the objective is to respond, anticipate, and prevent terrorist attacks in a region (Smith, 2016). The establishment of counter-terrorism is a testament to the response of any terrorist threat in a region. Counter-terrorism is basically under the authority of a country's police force but there are also institutions that establish specific counter-terrorism institutions. Here, actually, the function of counter-terrorism is almost the same as other security institutions. The most distinguishing feature is counter-terrorism focusing more on the prevention of terrorism such as tackling and tactical than killing and lethal.

Counterterrorism spans across numerous policy areas. It is carried out by almost every governmental agency, not only those authorized by law-enforcement, intelligence, and defense functions. Counterterrorism can be thought of as a mix of public and foreign policies designed to limit the actions of terrorist groups and individuals associated with terrorist organizations in an attempt to protect the general public from terrorist violence (Omelicheva, n.d). It is because the terrorism itself does not have clear boundaries in the internal and international security. That is why counterterrorism does not stop at state's borders to prevent terrorism issues.

In the countering terrorism, there are two approaches that need to be known and use namely soft approach and hard approach. A 'soft' approach to counter-terrorism "seeks to undo the radicalization process by engineering the individual's return to moderate society, usually by providing them with a stable support network, probing their original reasons for radicalizing, and divorcing them from their extreme beliefs and social contacts (Hoeft, 2015). While hard approach more emphasizes the use of violence towards terrorist groups. But on the other hand, the hard approach entails physical engagements which cripple destructive plans by terrorists, such as bombings (Aljunied, 2011).

On the other hand, according to Ronald Crelinsten, there are several perspectives in countering terrorism, which is first, "Coercive counterterrorism relies on the state's monopoly on the use of violence, i.e., the exercise of hard power. Strict limits are placed on who can be subjected to state violence. These restrictions form the basis of the legitimacy bestowed upon the state by the rule of law, whether national or international. Second, Proactive counterterrorism aims to prevent terrorism *before* it happens. Through the merging of internal and external security, the mandates of domestic police, security intelligence agencies, and border and customs officials have all coalesced around the problem of tracking the movement of people, goods, and money. Through intrusive techniques involving surveillance, wiretapping, eavesdropping and other means of spycraft, agents of all stripes have devoted

their energies more and more to stop terrorists before they act and thwarting terrorist plots before they develop too far. Third, *Persuasive Counterterrorism*. Counterterrorism involves understanding and dealing with the ideas that underpin the use of terrorism in social and political life. This has ideological, political, social, cultural and religious aspects. Fourth, Defensive counterterrorism assumes the inevitability of some kind of terrorist attack and prepares for it by affecting the variables that determine the nature of the attack and identity of its target. There are two basic approaches: preventing attacks and mitigating attacks. Prevention aims to minimize the risk of terrorist attack in certain places and at certain times. The second approach is to mitigate the impact of successful attacks. Last but not least, Long-term *counterterrorism* refers to initiatives that do not promise quick fixes but play out in the long term. This includes the realm of 'root causes' and the more structural factors that can create a suitable climate for the promotion and use of terrorism" (Crelinsten, 2014).

1. International Cooperation

According to K.J. Holsti, cooperation or collaboration which begins because of the diversity of national and global problems that arise which need attention of more than one country, then each government approach each other by bringing the proposals to overcome problems, bargain, or discuss issues, and ends the negotiations with an agreement or mutual understanding that can satisfy all parties. Further explanation of the cooperation stated by Holsti as follows (Holsti, 1988):

a. The view that two or more interests, values, or objectives meet each other and can produce something, promoted or fulfilled by all parties;

b. Approval of a particular matter between two or more countries in order to exploit similarities or conflicts of interest;

c. A country's view or expectation that policies decided by other countries help

the country to meet its interests and values;

d. Official or unofficial rules regarding future transactions conducted to execute approval, and

e. Transactions between countries to meet their approval.

In International Relations, international cooperation is needed by every country. This based on the needed and interest of every country that should be fulfilled but however to get their national interest international cooperation is needed. Also, International cooperation

becomes the international forum to reinforce the life of nation and state. According to Koesnadi Kartamasita, International Cooperation occurs because of 'nation understanding' which has the same direction and purpose, the desire is supported by international conditions that need mutual cooperation is based on mutual interest among the countries but the interest is not identical (Kartasasmita, 1977).

The scope of international cooperation itself includes economic, social, security, culture, and others. Therefore, international cooperation is an instrument that is needed in international relations. This is based on the importance of international cooperation to achieve prosperity for every country which is an actor of international cooperation. In addition, with international cooperation can be a forum for countries to achieve their interests and cooperate in resolving a problem or conflict that endanger the world of international security.

**RESEARCH METHODOLOGY**

This research will use data collection methods which also means same as with data qualitative by finding and collecting primary and secondary data from various literature such are books, journals, articles, print media, electronic media, and other media that support and related to this research.

**CONTENT**

Indonesia is one of the countries in the world that has problems in the security sector, one of them is terrorism. Terrorism itself is a security threat to Indonesia this is due to the presence of terror events that have existed in Indonesia since 1981. However, before the word terrorism, it still has many meanings because of the development of terrorism itself. Terrorism is the use of violence for political ends, (including) any use of violence for the purpose of putting the public or any section of the public in fear by an illegitimate non-state actor (Salmon & Imber, 2008). From this understanding can be concluded that terrorism is an activity that aims to scare civilians by using violence. Basically, terrorism itself presents a mismatch between the public and the government or usually officials in a country and because of this is the terrorism becomes a way for anti-government supporters to achieve their goals. And just like in Indonesia, terrorism occurs because of groups that have different goals and want to demand something from the Indonesian government itself.

**The Beginning of Appearance Terrorism in Indonesia**

The first terrorist action in Indonesia began in 1981 at Garuda Indonesia 206 flight from Palembang to Medan. The flight was hijacked by 6 men disguised as passengers and they were carrying firearms to carry out their activities. The hijacking of the plane was carried out to free 80 prisoners who were involved in riots in Bandung and as jihad. As a result of this plane hijacking 4 terrorists, 1 soldier, and 1 crew died (Galih, 2016). Hijacking planes are aimed at freeing prisoners imprisoned because of the riots involved in Bandung turned out to be one of the inmates were members of Komando jihad that existed in Indonesia. The hijackers used passenger aircraft as the hostage to achieve their goals. A result of this incident, the Government of Indonesia started to give attention to the existence of terrorism in Indonesia with tightened security at the airport in anticipation of the recurrence of this incident. Hijacking planes are also the beginning of terrorism in Indonesia is concerned with jihad.

After several years of hijacking a plane of Garuda Indonesia, in the year 1986 events of terrorism resurface. This time the site of action of terror occurred in one of Indonesia's history that is Borobudur Temple. Arguably these events occurred due to a group of the society on behalf of jihad as the reason for their deeds. There is the purpose of the event is that it is a form of protest against the new order regime that at that time there were several parties narrow the space motion of the Islamic religion. However, in fact, these events happened to take revenge over the riots that occurred in Tanjung Priuk which resulted in 8 people a Muslim died. The result of these events, there are at least 9 stupas, Borobudur Temple which is in disrepair (Putri, 2016). In addition, the existence of the development tactics of terror in this event that is by using a bomb where tying used different tactics in previous terror action. In the same year, terrorism re-emerged inside Bus Budi Ekspress in Banyuwangi, East Java. The culprit is Abdulkadir Alhasby, a member of the assembly taklim. This case is also linked by blasting Borobudur temple which also protested Tanjungpriok incident 1983 (Adisaputra, 2008). The tactic that been used also same with the terror action that happened in Borobudur.

The next few years, terrorism again occurred in 1991. Bomb blast at Sragen-Demak, East Java. At that moment, Xanana Gusmao as the leader of the East Timorese struggle responsible for the explosion that allegedly committed by three East Timorese youth (Adisaputra, 2008). The terror action that occurred in this year is different from the acts of terror which in contrast is in the act of terror this time the difference of purpose of terrorist that is the perpetrator of terror is the member of the group of Timor Leste who want to be independent of Indonesia.

**The Peak of Terrorism in Indonesia**

In 2001, Indonesia still undergoes the terror actions. In this year, there were 4 terror actions that taken in different place and time. In July, the terror action happened in the Santa Anna and HKBP Church in Jakarta. This accident caused 5 people died. In September, the terror action happened again in Jakarta to be exact in the Plaza Atrium Senen and made 6 people injured. Then, in October, terror action happened in the KFC restaurant made the several facilities was damaged. Last but not least, in December terror action happened in the Australian International School, Jakarta and there is no one got injure in this accident (Adisaputra, 2008).

In 2002, the terror action happened again and it can be said that in 2002 was the peak of terror acts that happened in Indonesia. In the 1 January 2002, The mangosteen grenade exploded in front of Bulungan chicken restaurant, Jakarta. One person died and someone else was injured. In Palu, Central Sulawesi, there are four bomb explosions in various churches. No casualties. Then in October, Bali become a target of terror activities. In this accident itself taken place in 3 different locations which are in paddy's club, the Sari Club, and the Consulate of the United States where this terror action occurred at about the same time. This event also became the early existence of a suicide bomb explosion cases in Indonesia as well as the motive of the action of this terror is jihad. This terror actions perpetrated by members of several organizations of terrorism that existed in Indonesia. This terror action becomes history's worst terrorism in Indonesia because of the many victims who died and were injured in which most of the victims were foreign nationals mainly citizens of Australia (Subhan, 2016). The impact caused by this terror action was pretty big due to some countries that do travel warning for its citizens to travel to Indonesia because of the instability security in Indonesia at that time.

In 2003, Bom Kompleks Police Headquarters, Jakarta in February, the homemade bomb exploded in the lobby of Wisma Bhayangkari, Police Headquarters Jakarta but no causalities. Bomb Airport Cengkareng, Jakarta 2003. April 27, 2003, bomb exploded in public area at a 2F terminal, Soekarno-Hatta international airport, Cengkareng, Jakarta. 2 people were seriously injured and 8 others were moderately injured light. JW Marriott Bomb 2003. August 5, 2003, bombs partially destroyed JW Marriott hotel. A total of 11 people died, and 152 others suffered injuries (Adisaputra, 2008). In this year, the terrorists begin targetting police as their target.

**The Shifting Target**

 In this range year between 2011 until 2017, there is the significant target of the terror action which in this case, the police become the terrorist's target. In 2011, there was terror action that targetting police station in Cirebon which happening inside a mosque. From this accident, the suspect died and 25 people injured. In 2013, Poso Police become the target of terrorists, with

target police personnel who are in the morning ceremony. The bomb exploded in front of Masjid Mapolres Poso, Central Sulawesi. 1 injured building officer in the left hand, while suicide bomber was killed on the spot.

In 2016, the terror action also happened and it also targeting the police. In January, there was an explosion in around Sarinah Plaza. The effect of this accident, there was shooting and also 4 people died including the police officer and also 24 people injured (Suryanto, 2016). In July, terror action occurred again in the police station that located in Solo, from this accident the suspect was died on the spot because of the suicide bombing and 1 people injured. Besides targeting police station as their target, in this year worship place also become a target.

In 2017, still, police station become a target for terrorist to do their action. The beginning of terror acts in 2017 was placed on February in Bandung. This terror action was known as pot bomb because the suspect used pot as a media to explode the bomb. And in May, there was suicide bombing which located in Kampung Melayu, Jakarta. This action was taken place near where the police officers stand guard. Because of this action, 3 police officers died (Amelia, 2018). Also, in this year, the terror action is not also in the form of bomb anymore but also doing a bolt and burning some buildings.

From all of those terror actions that already happened in Indonesia since 1981 until 2017, most of the terror actions are using the same tactics such as bombing which not be used at the beginning of terrorist actions. But however, the motive behind of the terror actions that took place in Indonesia basically because of the radicalism. The radicalism itself become the beginning of the terror actions that on behalf of religion. So far the most of terror incidents that existed in Indonesia based on a jihad in which the perpetrators of terror considers jihad as a way for them to achieve their goals, one of their goals is to make Indonesia as a country that is based on the law of Islam. However, this cannot be applied in Indonesia as opposed to the Pancasila as the State ideology, especially at the first sila. It is this background with the perpetrators of terror considers only with Jihad they can achieve their goals. However, the perpetrators of this terror misunderstanding interpret the meaning of the word jihad which in fact the meaning of the word jihad itself is very contrary to the terror activities during this case.

Terror action that occurred in the world in a few decades this happens because some of the factors mentioned in the previous chapter. However, it cannot be denied that the recent terrorist actions occurred were also caused by the existence of a terrorist group. The terrorist group is a group of clandestine forbidden in General consists of planners, trainers, and bomber/killer really is. Basically, a terrorist group can have multiple structures such as the hierarchy of

command can be identified, the horizontal structure in which leaders cannot be identified or do not have a major role, or a structure in which terrorists can be the ' Wolf' (Matusiz, 2013). So the existence of terrorist groups has an important role in any terror action that occurs as well as by the presence of the terrorist groups themselves have become threats in security and infrastructure for the citizens of the world.

**Transnational Terrorist Network**

As it is well known that the presence of globalization then gave effect to the development of terrorism itself, here it is also influenced by the development of terrorist groups that already exist. In its development of these terrorist groups are increasingly numerous and have networks in several countries. This is due to the spread of terrorism, the nature of its own already knows no State boundaries or commonly called transnational terrorism. Transnational terrorism became a new problem in the world because of the many transnational terrorisms itself can affect the movement of terrorist groups to conduct terrorist actions as well as spreading the values of their group are the cross country at once. A result of transnational terrorism is what gave rise to networks of terrorist groups in some countries such as Indonesia, Malaysia, the Philippines, and others. Al-Qaeda, Jemaah Islamiyah, and ISIS is a great example of terrorist groups that have a transnational terrorist network. A transnational terrorist network is one example of the development of terrorism that occurred in the world. In its development, transnational terrorism network appeared due to the spread of terrorist groups who want to do the terror acts in some States and in doing the action of the transnational terrorist network has the same goal with the terrorist group holding them. In his own movement, a transnational terrorist network is also almost resembled their parent terrorist group due to prior training in doing the action of terror who trained from trusted members of the terrorist group holding them.

**Factors that caused Transnational Terrorist Network**

The spreading of transnational terrorist network cannot be separated from the geographical conditions of a country. Geographical conditions have a significant role in the spread of transnational terrorist network in a country. This is due to the presence of the geographical conditions of the countries of the area, has a lot of forests and mountains can be a target for a terrorist group to form a transnational terrorist network in some states. This is due to the geographical conditions as has been mentioned above will create transnational terrorist network activities are hard to track because of their hiding place and also moving from one place to another. In addition, the border between countries also affects the inclusion distribution

in the transnational terrorist network in a country. This is because the border between countries with respect to which there are remote and unattended by the parties concerned can make it easier to enter the transnational terrorist network to advance the country's borders between countries that are forests or the mountains.

The spreading of the transnational terrorist network is also caused by the emergence of foreign terrorist fighters. Foreign terrorist fighters are the Individuals who travel to a state other than their state of residence or nationality for the purpose of the planning, preparation or perpetration of terrorist acts or participation in or the providing or receiving of terrorist training, including in connection with armed conflict (none, Foreign Terrorist Fighter, t.thn.). The phenomenon of this discussion starts becoming FTF international world since the existence of the ISIS in which many citizens of other countries come to Syria and Iraq to join ISIS. FTF is basically derived from large families in urban communities that are isolated from the mainstream social, economic, and political activity. In addition, the reason the FTF is willing to join the terrorist group is due to poverty. This is because often the FTF joined terrorist groups will be given the money when they join the group. FTF has 4 types: (1) Revenge Seeker who were on this type of diffuse due to frustrated and angry and looking for an outlet to release frustration and anger toward some people, groups or entity that he considers may be wrong; (2) where the Status Seekers on these types of FTF want to find recognition and appreciation of others); (3) the Search for identity, in this type of FTF joined because it is driven by the need to belong and be part of something that means, and try to define identity or their senses of self through their group affiliation); and (4) Searchers fear where this type of FTF was interested in the group because of the prospect of excitement, adventure, and glory.

**Transnational Terrorism Network in Indonesia**

A transnational terrorism network has become an international discussion due to the emergence of terrorist groups appearances contributed to the existence and spread of a network of transnational terrorism. In this case, there are 2 terrorist groups' acts against the very existence of the transnational terrorist network, namely Al-Qaeda and the Islamic State of Iraq and Syria (ISIS). These terrorist groups give effect to the development of terrorism, especially in transnational terrorism. This is proven by the existence of terrorism network from two groups that had already spread too many countries.

The transnational terrorist network poses a new threat to these countries because the existence of terrorist networks has a significant impact on the increasing acts of terror in some

countries. In addition, the network of transnational terrorism is also a security threat for countries including Indonesia. It cannot be denied that transnational terrorist networks exist in Indonesia.

Indonesia became one of the goals of transnational terrorist networks in spreading their networks in the world. There are several things that cause Indonesia to become a target of transnational terrorist networks, namely social problems such as poverty and lack of education about terrorism, the geography of Indonesia which consists of hills that cause terrorist movement is difficult to detect, and the existence of radicalism group that developed rapidly in Indonesian society. Transnational terrorist networks see these three things as indicators in their distribution in Indonesia.

Indeed, Indonesia becomes one of the countries that were targeted by transnational terrorism network in order to spread their network and also values. But however, the involvement of transnational terrorist network in Indonesia cannot be separated with the existence of terrorist groups that already existed in Indonesia such as Jamaah Islamiyah (JI), Muhajidin Indonesia Timur (MIT), Jamaah Ansharut Daulah (JAD), and so on. JI, MIT, and JAD are the examples of terrorist groups that based in Indonesia that have affiliated with the transnational terrorist network. Those three terrorist groups have a significant impact towards the spreading of terrorism transnational terrorism in Indonesia.

Basically, the transnational terrorist network in Indonesia is not visible openly because of this network of transnational terrorism has a link to a terrorist group which is usually known as the Islamic movement group. This is what makes the transnational terrorism network somewhat difficult to trace its existence. In addition, transnational terrorist networks also have a significant role in the acts of terror that occur in Indonesia even though they are indirectly involved. However, these transnational terrorist networks became the actors behind the scenes of most of the terror acts that took place in Indonesia.

**Indonesia's Policy in Responding Transnational Terrorist Network**

1. Counter-terrorism

    National Agency for Combating Terrorism (BNPT) established in 2010. This agency established the response to the existence of transnational terrorist network that already spread in Indonesia. In addition, with the increasing terror acts against the background of transnational terrorist networks in previous years.Besides that, the establishment of BNPT as a government respond in arranging strategy and also policies between

institutes to counter-terrorism. BNPT was established based on Presidential Regulation No. 46/2010 on National Agency for Combating Terrorism which was amended by Presidential Regulation No. 12/2012 on Amendment of Presidential Regulation No. 46/2010 on National Agency for Counter-Terrorism (Perpres BNPT). In Article 2 paragraph (1) of the Presidential Decree of BNPT it is stated that BNPT has a duty, consisting of (BNPT, none):

1). develop national policies, strategies, and programs in counter-terrorism;

2). coordinate relevant government agencies in implementing and implementing policies in the field of counter-terrorism; and

3). implementing policies in the field of counter-terrorism by forming task force-task force consisting of elements of relevant government agencies in accordance with their respective duties, functions, and authorities.

In order to countering-terrorism, BNPT itself has two approaches that will be used namely hard approach and soft approach. In hard approach, BNPT is more likely having cooperation with the government institutes to share information and also arrange strategies and policies in order to prevent the terrorism. Also, in hard approach, BNPT is working with the other counter-terrorism agency which is Densus 88 to identify the terrorists and which networks they are. In soft approach itself, BNPT will use a program to decrease the values of transnational terrorism network by cooperating with religious organizations and institutes.

The hard approach used by BNPT is to cooperate and encourage institutions that participate in counter-terrorism activities and in conducting law enforcement for terrorists in a transparent and professional manner. A related hard drive is continuous with the task of BNPT as an institution that makes strategies and policies in counter-terrorism efforts. In addition to having the task of formulating policies, BNPT also has the task of coordinating with other government agencies in combating terrorism. In this case, BNPT cooperates with the Indonesian Police and also Detachment 88 which can be said that Indonesian Police and Detachment 88 are the executors of the policies and strategies that have been developed by BNPT. In November 2017, BNPT coordinates with Detachment 88 to catch the alleged terrorist that related to ISIS in Bekasi (Djamhari, 2017). Besides that, in December 2017, BNPT coordinate with Detachment 88 and Indonesia police in order to catch around 19 alleged terrorist actors in several regions. Some of the alleged terrorist actors itself are the supporter of ISIS and also was

militant of ISIS in Syria (Santoso, 2017). Recently, BNPT has collaborated with PPATK in seeking evidence of ISIS network funding in Indonesia (BNPT, 2017). The purpose of this activity is the Indonesian government expects that ISIS network funding in Indonesia can be stopped so as to result in the decline of ISIS network movement in Indonesia itself.

In addition, BNPT also launched a map of terrorist networks in Indonesia which are spread over 10 points of Indonesia, namely Mujahid West Indonesia in Lampung, NII in South Kalimantan, East Indonesia Mujahid Daeng Koro Santoso in Poso, and Asmar group in Sulawesi. While in Ambon there is a group of Walid, JAT in Bali, also group Bima in West Nusa Tenggara. While in Java, there has MIB led Abu Omar and Abu Roban, NII Tasikmalaya, and Solo network group (Trianita, 2014). With the unveiling of this terrorist network map, BNPT hopes that other relevant agencies can provide more focus on these areas to monitor and cope with the movement of terrorist networks. In addition, the existence of this network map can detect the existence and involvement of transnational terrorist networks in terror acts in Indonesia.

Not only there, BNPT also began to supervise the boundaries of the state. This is because the boundaries of the state become the entry point of transnational terrorism network arrival and this if left unchecked will increase the spread of transnational terrorist networks in Indonesia. Therefore, BNPT recently made SOPs in securing and monitoring terrorism threats at state borders (Pinardi, 2015). This is based on the number of members of the network of transnational terrorism that goes to Indonesia through the borders of a remote country so difficult to be detected by the parties concerned. In addition, this supervision is also caused by the movement of ISIS network in Marawi, Southern Philippines that could spread to Indonesia through the border between Philippine and Indonesia, namely Miangas Island. This supervision is done to prevent ISIS network members in the Philippines to enter the territory of Indonesia (Nailufar, 2017).

In addition that related to hard approach, Indonesia has issued Law Number 15 the Year 2003 on Counter-Terrorism and Law Number 9 the Year 2013 on Prevention and Eradication of Terrorism Financing Crime. Furthermore, in the framework of strengthening efforts to combat terrorism financing, Indonesia has also adopted a Joint Regulation on the Inclusion of Identity of Persons and Corporations in the List of

Terrorist and Terrorist Terrorists and Blocking Organizations as well as Merta on the Funds of People or Corporations Listed on Terrorist and Terrorist List of Terrorist Organizations (Kementerian Luar Negeri Republik Indonesia, 2016).

BNPT's ways of dealing with the spread of transnational terrorist networks in Indonesia are not growing. Such measures are one of the external preventions where BNPT is more focused on preventing the development of transnational terrorist networks through tightening surveillance of areas that are believed to be the site of a network of transnational terrorism. However, basically, the spread of transnational terrorist networks is also derived from the order of life of Indonesian society in which the diversity of living in the community.

The Indonesian government is trying to understand the ways and mediums of transnational terrorist networks in spreading their group values. Therefore, the Government of Indonesia through BNPT created a soft-approach in which the purpose of this soft-approach is to eliminate the values and understandings brought by transnational terrorist networks. The target of this soft-approach is the general public and also the former terrorist who is serving his sentence. This Soft approach is one of the BNPT programs called deradicalization.

Deradicalization is one of the preventives counter-terrorism measures that have the goal to neutralize or restore radical and perilous insights by way of nonviolent approaches. The purpose of this deradicalization is to reverse the understanding of the actors involved in radical understanding to return to more moderate thinking (Balitbang Hukum dan HAM, 2016). In general, this deradicalization program is more specialized for ex-terrorists who are undergoing their sentences, this is because to reduce the spread of radical understandings and with the existence of this program is expected that these former terrorists do not return to their terrorist network.

Basically, the deradicalization of the stretcher by BNPT has four approaches namely, re-education, rehabilitation, resocialization, and reintegration. These four approaches have different roles in terms of their delivery. These deradicalization approaches aim to make terrorist prisoners later on out of jail or back into society these former terrorist prisoners no longer join terrorist networks and no longer commit acts of terrorism as they once did. In addition, with these deradicalization approaches it is hoped that former terrorist prisoners can eliminate the radical elements of the teachings held by previous

terrorists. The guidance of terrorism prisoners aims to make the convict aware of his actions so that when he returns to society he will be good, both religiously, socially and morally so as to create harmony and balance in the midst of society (Badan Penelitian dan Pengembangan Hukum & Human Rights, 2006).

In addition to deradicalizing terrorist prisoners, BNPT also deradicalized with the Foreign Terrorist Fighter who had just returned from the transnational terrorism areas of network such as Iraq and Syria. This de-radicalization aims to eliminate the radical understandings they get when in these areas. In addition, with this deradicalization expected when these FTFs re-enter Indonesia territory, at least they do not bring radical understandings that they can spread in Indonesia. This can suppress the number of transnational terrorism network members in Indonesia.

In addition to working with the above-mentioned government agencies, BNPT also collaborates with religious-based organizations such as Nahdlatul Ulama (NU) as well as Religious Ministry (Kemenag). This is because NU and Kemenag have an important role in the life order of society in Indonesia. In addition, with the involvement of NU and the Ministry of Religious Affairs, this can reduce the radical understanding that spread into the environment of Indonesian society.

In 2011, BNPT and Nahdlatul Ulama (NU) signed a memorandum of understanding. The Memorandum of Understanding contains the cooperation program of counter-radicalization and also deradicalization. Basically NU is a religious organization that focuses more on the existing educational system in Indonesia which is the basis of NU in implementing the process of deradicalization in Indonesia. In the process of deradicalization, NU played an active role by using the strategy of Islamic Cultural Dakwah which emphasized that Islam is present in Indonesia with full peace by adapting local values. With the mixing of local values is expected to facilitate the community in accepting the deradicalization process.

In addition, NU also plays an active role in deradicalization through the world of education. Whereas in this education world the process of deradicalization is more centered on pesantren and madrasah. This is because pesantren and madrasah can be a starting point for the existence and distribution of transnational terrorist networks because radicalism is developing in these two places. In addition, BNPT and NU also held several workshops, one of which is about deradicalization which in this workshop

focuses more on the process of deradicalization in cyberspace (Infokom Institute and Nahdlatul Ulama Publication, 2017). This is because now the spread of radical ideas spread by the transnational terrorist network is more likely through cyberspace.

BNPT also involves the Ministry of Religious Affairs in preventing terrorist radicalism that has spread in the Indonesian society by signing a memorandum of understanding in 2015. The purpose of this cooperation is to increase synergy and coordination in preventing and combating terrorism in the country through a religious approach. In a four-year memorandum of understanding that can be amended as agreed by both parties, it covers various aspects of religious approaches deemed to prevent and combat terrorism. The aspects mentioned in Article 2 include: (1) the organization of communication, information and religious education: (2) the organization of religious education activities, the establishment of houses of worship, and the empowerment of religious community organizations; and (3) the preparation of the terrorism prevention and prevention module: (4) organizing the development of religious counselors' insights, mosque management, and administrators of religious community organizations on the dangers and strategies of counterterrorism prevention and control; and (5) other activities agreed upon by both parties (Bimas Islam, 2016).

With the cooperation between BNPT and also Kemenag can succeed the process of deradicalization in Indonesia. This is evidenced by the existence of 45.000 religious counselors representing the Ministry of Religious Affairs is ready to help the process of deradicalization of BNPT (Koran Sindo, 2018). With the number of religious counselors who participated in the process of deradicalization, it is expected that radical understandings that have been spread in the environment of Indonesian society which is primarily carried by transnational terrorism network can decrease.

2. International Cooperation

In anticipating the existence of the transnational terrorist network, one of the Indonesian government's efforts is to conduct various international cooperation either through cooperation between countries and cooperation with the international organization and also join into counter-terrorism alliance. This international cooperation is based on the existence of a common goal which aims to prevent the spread of transnational terrorism network even more widely.

1. Cooperation with Philippine

Transnational terrorism network is not only a problem for Indonesia but also a problem for the Philippines. This is because the development of the transnational terrorist network in the Philippines is also a problem that can threaten the security. The existence of transnational terrorist network in the Philippines itself is almost similar to the existence of transnational terrorist network in Indonesia, namely the transnational terrorist network has links with radical groups that have existed in the Philippines such as the attachment between al-Qaeda and Abu Sayyaf. This underlies the cooperation between Indonesia and the Philippines to prevent the spread of Al-Qaeda network in the two countries.

The cooperation between Indonesia and the Philippines is through cooperation between the police agencies in which the Indonesian government is represented by the Indonesian Police Force (POLRI) while the Philippines government is represented by the National Police of the Philippines (KNP). Both of these police agencies also signed the memorandum of understanding as a form of this cooperation agreement, this memorandum of understanding was signed on March 8, 2011. In the contents of Memorandum of Understanding between the Police of the Republic of Indonesia (Police) and the National Police of the Philippines (KNF) an increased threat of transnational crime that includes terrorism. Recognizing the importance of effective co-operation between the parties to law enforcement in the prevention, overcoming of crime and capacity building contained in article 4 of which the contents constitute the scope of such cooperation, and the parties will cooperate in preventing and overcoming transnational crime especially crime related to terrorism is contained in the contents of chapter 4 no 2 a (Meisandi, none).

The forms of cooperation contained in the Memorandum of Understanding have contained in article 5 of which the contents are (Meisandi, n.d). To implement this Memorandum of Understanding, the parties will:

1. To exchange information and intelligence documents, in accordance with national provisions and within the limits of their respective authorities.

2. Establish coordinated joint activities between the police, in accordance with national provisions and within the limits of their respective authorities, to prevent and combat transnational crime.

3. Cooperate in improving human resources including personnel exchanges, education and training and comparative studies.

4. Establish joint committees as bodies responsible for the implementation of this Memorandum of Understanding.

5. Cooperate in other activities agreed upon by the parties.

With the memorandum of understanding, the Police and the KNP can cooperate in the prevention of acts of terrorism committed by the transnational terrorist network. This form of cooperation is the exchange of intelligence information, sharing experiences of each party in the process of overcoming terrorism and transnational terrorist network, and conducting military training that is useful in dealing with the transnational terrorist network. It is hoped that with the cooperation between the two countries, the development of transnational terrorism network both in Indonesia and also in the Philippines is not increasingly widespread.

In 2017, the Indonesian government again reinforced cooperation with the Philippines in the face of transnational terrorism network (Nugraha, 2017). This is based on the ISIS network that is trying to take over the southern Philippines. At this time the Philippine government is fighting the spread of one of the transnational terrorist networks which are ISIS. The existence of ISIS in the Philippines also has a relationship with one of the radical groups already existed in the Philippines which is Abu Sayyaf. Both of ISIS and Abu Sayyaf posed a real security threat to the Philippine government. This is because these two terrorist groups occupy an area in the southern Philippines that aims to establish an Islamic state in the region using violence.

In this partnership, the governments of Indonesia and the Philippines focus more on the fight against the ISIS network in the Philippines. This is because of the 8 Indonesian citizens who joined the ISIS network in the Philippines. In addition, to prevent the spread of the ISIS network from entering Indonesian territory, the Indonesian government invited the Philippine government to conduct a joint patrol in the Sulawesi seaboard that borders both countries. This is done to prevent ISIS militant from the Philippines to enter Indonesian territory and vice versa (Jakarta Greater, 2017).

2. Cooperation with Australia

The Indonesian government also cooperates with the Australian government. You could say the cooperation between the two countries is established after the 9/11 event. To begin the cooperation, on February 7, 2002, the governments of Indonesia and Australia have signed the Memorandum of Understanding between the Government of the Republic of Indonesia and the Government of Australia on Combating International Terrorism, which entered into force on the date of signature and is valid for one year but may be extended as agreed by the parties (Ansari, 2016).

Eight months after the establishment of the cooperation, Indonesia experienced a terror act commonly called Bali Bomb I. In this Bali Bomb I, many of the victims are Australian. Therefore, the Australian government is back in cooperation with the Indonesian government to investigate the actors behind the acts of terror. In your cooperation, the two countries are represented by their respective state police agencies. This cooperation agreement resulted in an agreement to form a joint operation which was established on October 18, 2002. In this operation at least Australia surrendered its 500 state police (Simanjuntak, 2016). In addition, the federal Bureau of Investigation (FBI) is also involved in this joint operation, the FBI's role itself is a key partner and the most important contributor to the investigation. The result of this joint investigation is that terrorists are members of Jemaah Islamiyah and this terrorist act is supported by al-Qaeda.

Subsequently, in 2004, the governments of Indonesia and Australia again signed an agreement between the Police Protocol and the Australian Federal Police (AFP) to establish the Jakarta Centre for Law Enforcement Cooperation (JCLEC). The role of JCLEC itself is to provide education and training with international standard facilities for Indonesian law enforcement officers (Kompas, 2010). This training will be useful for investigating transnational crime, especially the eradication of terrorism and transnational terrorist network.

Cooperation between the governments of Indonesia and Australia in combating transnational terrorism re-established. Precisely on December 21, 2015, the two countries undertook a Memorandum of Understanding which in this MoU recognizes that cross-border activity between Indonesia and Australia can bring real threats to the stability and security of both countries, especially among the people (Simanjuntak, 2016).

Indeed, Indonesia and Australia cooperate in overcoming terrorism, one of them is by exchanging intelligence information between the two countries. This information exchange is considered important in order to know and anticipate the acts of terrorism as well as the movement of the transnational terrorist network in the two countries. An example of this exchange of information is there is a terrorist action info from Australia and Singapore. This was followed up by continuous monitoring of the movements of groups already registered in the Indonesian government's DPO. Apparently, these people are ex JI (Jemaah Islamiyah) and ISIS (Savitri, 2015).

In addition, the governments of Indonesia and Australia collaborated in monitoring the movement of activities from transnational terrorist networks using social media as their media in recruiting members and disseminating radical ideologies. Because the focus of this collaboration is the cyber world, the governments of Indonesia and Australia strengthened cooperation in terms of cybersecurity (Polkam Public Relations, 2017). This is because Australia itself has good resistance in terms of cybersecurity. With this cybersecurity, it is expected that the spread of radical understanding of transnational terrorist network can be detected and can be prevented from spreading.

**CONCLUSION**

Terrorism is a threat to the countries of the world. This is because the impact of terrorism itself can lead to security instability both internationally and nationally. Over time, terrorism has evolved as a result of globalization taking place in the world. With this development makes terrorism not only can occur in one country but also can extend to other countries without recognizing the state borders. This is what underlies transnational terrorism in the world.

Transnational terrorism is a threat to countries in the world because transnational terrorism also has an effect on the increasing acts of terrorism in the world. In addition, with the development of terrorism that turned into a transnational itself led to the spread of terrorists who began to enter the countries to spread terror. The perpetrator of this terror is part of a member of a terrorist group which is a place for terrorists to carry out their actions. The existence of this terrorist group to be a domestic threat to a country this is because the movement of terrorist groups is growing following the developments that occur in the world. One form of the development of this terrorist group is the transnational terrorist network. Basically, the transnational terrorist network is still associated with transnational terrorism, this is because with the existence of transnational terrorism has its own network in every act of

terrorism that occurred in the world. The existence of transnational terrorism network itself is caused by two factors, namely geographical condition and foreign terrorist fighter (FTF).

Transnational terrorism network in Indonesia itself began to be detected after the Bali Bomb I which the perpetrators of terror of this incident are a member of Jemaah Islamiyah and indirectly sponsored by Al-Qaeda. Since then the existence of al-Qaeda network in Indonesia began to stick out and become actor or puppeteer in acts of terrorism in Indonesia from 2000-2009. In addition to Al-Qaeda, ISIS also began spreading its network in Indonesia in 2014 through several local terrorist groups such as Mujahidin Indonesia Timur (MIT) and Jamaah Ansharut Daulah (JAD). And in its development ISIS also sponsored terrorism in Indonesia starting from 2014, one of the acts of terrorism that ISIS claimed was bomb Kampung Melayu and also bomb Sarinah. Basically, these two transnational terrorist networks do not follow terrorism directly, but their role only provides facilities to perform acts of terrorism itself.

With the existence of transnational terrorism, this would make the Indonesian government more anticipate their movement to prevent the existence of acts of terror which later on caused by the transnational terrorist network. In this case, the Indonesian government has done two different ways to respond and anticipate transnational terrorist network in Indonesia which is through the establishment of counter-terrorism agencies and also by involving in international cooperation. These two ways are the Indonesian government's efforts in anticipating and preventing the movement of the transnational terrorist network.

In order to respond to the movement and activities of the transnational terrorist network in Indonesia, Indonesia government established counter-terrorism that is specialized in managing strategy and making policy in overcoming terrorism and distribution of transnational terrorism network which is BNPT. BNPT has two approaches in countering-terrorism which are more likely to be involved in order to prevent terrorism. And in soft approach, BNPT uses a program to decrease the values of transnational terrorism network by cooperating with religious organizations and institutes which is deradicalization. This deradicalization program is not only for people who have been radicalized but also for people who have not been exposed to radical ideas. In this deradicalization program, BNPT invites the people of Indonesia not to believe just about radical ideas that have spread in the environment of Indonesia.

The Indonesian government also has international cooperation with several countries such as Philippines and Australia. These two countries are the Indonesian neighboring countries where they see the transnational terrorist network as the real security threat especially Philippines which is in the war towards ISIS militant in their country. The form of international

cooperation is in the form of sharing information's, the exchange of intelligence, the establishment of national crisis center and strengthened cooperation in terms of cybersecurity and also to jointly patrol the boundaries of the state in order to anticipate the entry of members of transnational terrorism both to Indonesia and to Philippines as well Australia.

Given the two ways in countering-terrorism caused by transnational terrorism, this network can reduce the spread of members of the transnational terrorist network. In addition, the Indonesian government also continues to pursue and develop strategies in an effort to prevent the spread of transnational terrorism network that poses a security threat to the Indonesian government.

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