



Implementation of Counter-Radicalization Policy Through Online Media at the Security Intelligence Directorate of the Central Sulawesi Regional Police

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ABSTRACT

This study aims to analyze the implementation of counter-radicalization policies through online media by the Central Sulawesi Regional Police Security Intelligence Directorate. The background of this research is based on the increasing spread of radical ideology through digital platforms exploited by extremist groups such as the East Indonesia Mujahideen (MIT). This study uses a qualitative approach with a case study method to describe the effectiveness, challenges, and strategies for implementing counter-radicalization policies within the Central Sulawesi Regional Police Security Intelligence Directorate. The analysis was conducted using George C. Edwards III's policy implementation theory, which includes four main variables: communication, resources, implementer disposition, and bureaucratic structure, and is supported by the theories of Policy Network, Change Management, and Evidence-Based Policy. The results show that the implementation of counter-radicalization policies through online media is not optimal due to obstacles in inter-agency coordination, limited human resources in the digital field, and a lack of public participation. Nevertheless, efforts to strengthen cross-sector collaboration and increase the digital capacity of civil servants indicate a positive direction for future policy effectiveness. This research is expected to provide academic and practical contributions to the development of digital media-based counter-radicalization strategies in Indonesia.

INTRODUCTION

The development of radical-terrorist groups in Indonesia has become increasingly widespread in line with advances in information technology. Social media is used as the main means of recruitment and dissemination of radical ideology due to its wide reach, speed, and ability to influence vulnerable young people (National Counterterrorism Agency, 2020). In Indonesia, one of the networks actively using digital platforms is Mujahidin Indonesia Timur (MIT) in Central Sulawesi. They utilise social media for propaganda, recruitment, and strengthening their extreme ideology. This fact is in line with data from BNPT and the Ministry of Communication and Information Technology, which shows an increase in the spread of digital content containing intolerance, radicalism, extremism, and terrorism (IRET). In 2024, the number jumped dramatically to 180,954 pieces of content on various digital platforms (National Counterterrorism Agency, 2024; Ministry of Communication and Information Technology of the Republic of Indonesia, 2024).

Counter-radicalisation through online media in Indonesia has a strong legal basis, one of which is Government Regulation of the Republic of Indonesia Number 77 of 2019 concerning the Prevention of Terrorism Crimes and Protection of Investigators, Public Prosecutors, Judges, and Correctional Officers (2019). It is stated that national preparedness is carried out through community empowerment, capacity building of officials, protection of infrastructure, development of terrorism studies, and mapping of areas prone to radical ideology. It is emphasised that counter-radicalisation is carried out by ministries/institutions coordinated by the BNPT, and may involve local governments in accordance with the provisions of laws and regulations. Article 22 of the regulation states, "Counter-radicalisation is carried out against individuals or groups of individuals who are vulnerable to exposure to radical terrorist ideology." Individuals or groups of individuals who are vulnerable to exposure to radical terrorist ideology, as referred to, are individuals or groups of individuals who meet several criteria. Counter-radicalisation, as referred to above, is carried out directly or indirectly through: a. counter-narratives; b. counter-propaganda; and c. counter-ideology. This is

further clarified in Article 23, which states, "In implementing counter-radicalisation as referred to above, the community may be involved, under the coordination of the BNPT, which monitors and evaluates the implementation of counter-radicalisation."

This phenomenon can be analysed through George C. Edwards III's policy implementation theory, which emphasises that implementation is influenced by four factors: communication, resources, the disposition of implementers, and bureaucratic structure (Edwards, 1980). In the context of counter-radicalisation, there are weaknesses, particularly in inter-agency coordination (BNPT, Densus 88, POLRI, Kominfo, and local government), limited human resources in the field of digital technology, and resistance from the community who interpret counter-radicalisation policies as a threat to freedom of religion and expression.

In the context of Central Sulawesi, the Central Sulawesi Regional Police Security Intelligence Directorate, particularly Sub-Directorate 5, is at the forefront of implementing counter-radicalisation activities through online media. However, its implementation faces major challenges such as limited technological and human resources, weak inter-agency synergy (Ministry of Religious Affairs, Ministry of Home Affairs, Ministry of Education, Ministry of Communication and Information Technology), and low involvement of community leaders, which further weakens the effectiveness of the policy.

Based on these conditions, the purpose of this study is to analyse the implementation of counter-radicalisation policies through online media carried out by Sub-Directorate 5 of the Central Sulawesi Regional Police Security Intelligence Directorate, with a focus on the effectiveness of strategies, challenges, and organisational and community adaptation in dealing with digital radicalisation.

THEORETICAL REVIEW

Administration is a process that encompasses planning, organising, directing, and supervising various activities to achieve specific goals efficiently and effectively. According to (The Liang Gie, 2000), administration is the entire process of cooperation between two or more people based on certain rationality to achieve predetermined goals. Furthermore, (Siagian, 2005) states that

administration can be divided into two aspects, namely: 1) administration as a process that refers to management functions such as planning, organising, implementing, and supervising; 2) administration as a system of cooperation that occurs within an organisation involving various parties to achieve collective goals.

Policy is a set of decisions made by a political actor or group in an effort to choose objectives and ways to achieve certain goals (Budiardjo, 2013). In principle, the parties that make these policies have the power to implement them. Thomas R. Dye, quoted in Said Zainal Abidin, said that policy is a choice for the government to do or not to do something (Abidin, 2012). Tjokroamidjojo states that policy formulation is a series of actions to select various alternatives that are carried out continuously and never end, which in this case includes decision making. There are various models of policy implementation, including the following: 1) Edward III's model, in which policy implementation is influenced by four variables, namely: (1) Communication, (2) Resources, (3) Disposition, and (4) Bureaucratic structure. These four variables are also interrelated (Subarsono, 2005); 2) Merilee S. Grindle's model, in which, according to Merilee S. Grindle in (Nugroho, 2006), the success of implementation is influenced by the content of the policy and the policy environment (content of implementation). The basic idea is that after a policy is transformed, policy implementation is carried out, and; 3) Donald S. Van Meter and Carl E's model, in which (Van Meter & Van Horn, 1975) explain that there are six variables that influence implementation performance, namely: policy standards and objectives, policy resources, inter-organisational communication, characteristics of implementing agents, socio-economic and political conditions, and the disposition of implementers.

Policy evaluation is usually aimed at assessing the extent to which public policies are effective in order to be accountable to constituents and the extent to which their objectives have been achieved. Evaluation is a policy analysis procedure used to generate information about the value or benefits of a series of past and future actions (Dunn, 2003). The purpose of evaluation in a policy is to measure the effect of a programme or policy on people's lives by

comparing conditions before and after the programme.

In national security policy, counter-radicalisation is generally carried out using a comprehensive approach and involves several key steps to prevent and counter the threat of radicalism. The first step that must be taken is to carry out preventive measures through public education and awareness-raising, strengthening the values of nationalism and tolerance, and counter-narrative campaigns. The second step is to maximise Early Intervention. This step prioritises the early detection of radicalisation using digital technology, social media, and community networks to detect the early signs of radicalisation. The third step is law enforcement. This is intended so that security forces and law enforcement agencies, such as the police and the National Counterterrorism Agency (BNPT), can closely monitor the activities of radical groups. The final step is international cooperation by actively coordinating globally in countering terrorism and international agreements and conventions with other countries related to counter-radicalisation in order to strengthen global cooperation in facing this threat.

The government and civil society organisations are required to use online media to implement remote rehabilitation programmes and promote social reintegration in order to help former extremists readjust to social life after undergoing deradicalisation programmes. (Awan, 2020) In his research, Awan Imran emphasises that social media plays an important role in the counter-radicalisation process. He argues that social media can be used as a tool to spread messages of peace and counter radical narratives. Awan proposes that the government and relevant institutions actively utilise social media to create positive and educational content, as well as collaborate with influencers to reach a wider audience.

METHODS

This research uses a qualitative approach with a case study research type. This approach is used to understand in depth how the implementation of counter-radicalization policies through online media is carried out by the Directorate of Security Intelligence of the Central Sulawesi Regional Police. Qualitative research was chosen because it can describe social phenomena in a complete, comprehensive, and contextual manner according

to field conditions. This research was conducted at the Directorate of Security Intelligence (Ditintelkam) of the Central Sulawesi Regional Police. The focus of this research is on the implementation of counter-radicalization policies through online media, which includes: 1) the process of implementing counter-radicalization policies through online media; 2) inhibiting and supporting factors in policy implementation; and; 3) efforts made to increase the effectiveness of digital counter-radicalization policies.

Primary data was obtained through in-depth interviews with key informants, while secondary data came from documents, official reports, laws and regulations, and literature related to counter-radicalization and counter-terrorism policies in Indonesia. Data collection techniques were carried out through in-depth interviews, observation, and documentation. Data analysis in this study used an interactive analysis model (Miles & Huberman, 1994), which consists of three stages: data reduction, data presentation, conclusion drawing, and verification. To ensure data validity, source and method triangulation techniques were used. This aims to ensure that the data obtained is truly valid, credible, and accountable.

RESULTS AND DISCUSSION

RESULTS

Before standing alone, the legal area of Central Sulawesi was still part of the South and Southeast Sulawesi Regional Police (Polda Sulsetra). Then along with the development of administrative areas and security needs, the Central Sulawesi Regional Police was formed based on the Decree of the Commander of the Armed Forces of the Republic of Indonesia number: KEP.06/1994 dated May 10, 1994 which was strengthened by the Decree of the Chief of Police Number: SKEP/01/II/1995 dated February 28, 1995. At the time of the inauguration, the pataka or symbol of the Central Sulawesi Regional Police was also introduced, named 'Wira Dharma Brata', which means a brave Polri knight, upholds the duty of service (dharma), and is firm in the oath of the police profession (brata). Administratively, the Central Sulawesi Regional Police is based in Palu City and oversees several Resort Police (Polres) throughout the province, such as the Palu Police, Sigi Police, Poso Police, Parigi Moutong Police,

Donggala Police, Touna Police, Morowali Police, North Morowali Police, Toli-Toli Police, Buol Police, Banggai Police, and Bangkep Police. In its development, the Central Sulawesi Regional Police also formed functional units to face new challenges, for example the Cyber Investigation Directorate (Ditreskrimsus Siber) which focuses on handling technology-based crimes and cyberspace.

Entering the year 2000, along with the issuance of the Decree of the Chief of Police regarding the reorganization of the Regional Police structure according to its typology, the intelligence function then stood alone as the Directorate of Intelligence and Security (Ditintelkam). Since then, Ditintelkam has functioned as the main implementing element handling security intelligence activities, from information gathering, collection, analysis, to providing policy recommendations. The strategic role of Ditintelkam Polda Sulteng was clearly seen during the Poso conflict (1998–2007). At that time, Ditintelkam played a role in early detection of potential clashes between groups and processing intelligence data to support security restoration operations. From 2000 until now, Ditintelkam's involvement in counter-terrorism efforts has been very active. Ditintelkam actively supports the operation to eradicate the East Indonesia Mujahidin (MIT) group led by Santoso, particularly through community mobilization and mapping of support networks. The Intelligence and Security Agency is now also focusing on socio-political intelligence issues (regional elections, general elections), economics (mining and investment), and digital security (monitoring online radicalism, hate speech, and hoaxes).

Ditintelkam Polda Sulteng is led by a Director of Intelligence with the rank of Senior Commissioner, with implementing units consisting of the Political Sub-Directorate (Polkam), Social and Cultural Sub-Directorate (Sosbud), Economic & Natural Resources Sub-Directorate, State Security Sub-Directorate (Kamnag), the Special Security Sub-Directorate (Kamsus), and administrative and data processing service units, such as recommendations for crowd permits, community activities, and mass organizations.

The Special Security Sub-Directorate (Subdit Kamsus) is one of the implementing units under the Intelligence and Security Directorate

(Ditintelkam) of the Central Sulawesi Regional Police. This sub-directorate plays a strategic role in detecting, analyzing, and anticipating various potential non-conventional security threats, particularly those related to radicalism, terrorism, digital propaganda, intolerance, and organized crime. It also serves as the front line in counter-radicalisation efforts, both through community-based approaches and digital space monitoring.

DISCUSSION

In addressing the spread of radicalism among the public on social media, the BNPT primarily employs counter-radicalisation strategies by disseminating content that promotes nationalism. To understand the landscape of online counter-radicalisation, this study will utilise Edward III's theory, which comprises four aspects: Communication, Resources, Disposition, and Bureaucratic Structure.

1. Communication Aspect

Counter-radicalization efforts are aimed at communicating with the general public, collaborating with religious leaders, educational leaders, community leaders, traditional leaders, youth leaders, and other stakeholders to instill national values.

According to the Head of Sub-Directorate 5 of Special Security, Security Intelligence Directorate of the Central Sulawesi Regional Police, Commissioner Nixon R. Singal, S.Sos., M.Si., he stated:

"Policies related to countering online radicalization from the National Police Headquarters are issued via email (telegrams) and then disseminated through internal meetings, which are usually impromptu. Sub-Directorate 5 itself is still facing communication and coordination issues with organizations outside the National Police."

This is also strengthened by Bripka Risman's statement that:

"Communication between personnel still faces obstacles due to differences in perception and limited coordination across sub-directorates, particularly in translating counter-narrative policies into digital practice."

Weak internal communication between personnel leads to differing understandings and distorted information in policy implementation,

thus becoming an obstacle to implementing counter-radicalism narratives in online media.

Interviews revealed that the implementation of counter-radicalization policies within the Central Sulawesi Regional Police's Directorate of Intelligence and Security has followed a top-down mechanism. This mechanism reflects a vertical communication pattern consistent with the National Police's hierarchical structure. Cyber patrols, monitoring digital spaces, and counter-radicalization activities through online media are reported daily in the form of daily activity reports, which are distributed to the Central Sulawesi Regional Police Chief and the Special Security Directorate of the National Police's Security Intelligence Agency. These reports include analysis items, predictions, and recommendations that will serve as references for subsequent intelligence activities. Counter-radicalization activity reports, which involve the viralization of counter-radicalization narrative content, are presented in the same format. The following are examples of some viralized image content.



Figure 1. Examples pf Couter-Radicalisation Content Through Online Media

This content viralization activity serves as a strategic communication tool for the Intelligence and Security Directorate (Ditintelkam) to the public, disseminating counter-radical messages through social media. However, communication between personnel still faces obstacles due to differing perceptions and limited coordination across sub-directorates, particularly in translating

counter-narrative policies into digital practice. Technical constraints, such as laptops and internet access, also frequently hinder the process. Training is only provided once a year, making it considered ineffective.

2. Resources

In terms of resources, limited facilities such as computers, internet networks, and digital devices are obstacles to conducting cyber patrols and producing counter-narrative content. Ditintelkam has 193 personnel, consisting of 5 Pamen, 37 Pama, and 151 Bintara, reflecting a proportional structure. However, at the Subdit Kamsus level, there are only 26 personnel. Although the number is limited, their level of dedication and field mobility is high. In terms of education, most personnel have a high school education (73%), with only a small number having higher education (bachelor's and master's degrees). This has an impact on their analytical and digital literacy capacities in dealing with online radicalism issues. To address the limited number of human resources, a strengthening strategy is needed, including the improvement of cyber training and counter-narratives in stages, the utilisation of an integrated digital monitoring system, and the development of a counter-narrative content production unit within the Central Sulawesi Regional Police's Directorate of Intelligence and Security.

Human resources at the Central Sulawesi Regional Police's Intelkam, in terms of education and skills, are inadequate given the vastness of the working area, which is compounded by the inadequacy of infrastructure to support Intelkam's work in handling counter-radicalisation. The implementation of the counter-radicalisation programme is proceeding well, although it is acknowledged that a critical challenge is the limited number of personnel skilled in analyzing-counter-radicalisation cases.

3. Disposition

Personnel commitment is quite high in carrying out tasks according to instructions. The Central Sulawesi Regional Police's commitment to implementing counter-radicalisation policies is very strong, as evidenced by informants' statements that educational activities have been carried out repeatedly (three large training sessions) and involve many elements of society.

This strong disposition is an important social asset for the sustainability of the programme, even without intensive support from the security apparatus. The Head of Sub Directorate 5 emphasised the importance of improving personnel capabilities and encouraging them to actively monitor current issues on social media. Commitment Coordination with institutions, agencies or civil society groups in implementing counter-radicalisation activities through online media is essential for the successful implementation of activities. The interview results showed that the disposition factor was the main obstacle to the implementation of counter-radicalisation policies in Sub-Directorate 5 of the Central Sulawesi Regional Police's Directorate of Intelligence and Security. Weak communication, limited resources, inconsistent personnel disposition, and overlapping organisational structures have resulted in low effectiveness in external coordination (Policy Network), adaptation to change (Change Management), and utilisation of digital data (EBP).

According to Edwards III's theory, the success of policy implementation is determined by four variables, namely communication, resources, disposition, and bureaucratic structure. The results of interviews with the FKPT chairperson clearly stated that coordination with the Central Sulawesi Regional Police's Directorate of Intelligence and Security was still minimal, even though joint activities had been carried out several times. This situation indicates that vertical communication channels between central implementing agencies (BNPT and Polda) and regional implementing agencies (FKPT) have not been established on a regular and formal basis. The lack of commitment to cooperation has resulted in the counter-radicalisation programme not being implemented effectively in the field.

4. Bureaucratic Structure

Bureaucratic Structure The bureaucratic structure or regional technical guidelines have not been established, which affects the speed of decision-making and flexibility in responding to dynamics on social media.

"Cooperation with religious leaders, the media, FKPT, and Kesbangpol is still incidental and not systematically coordinated."

This situation indicates that the collaborative network between Ditintelkam and external actors

is still weak. The process of submitting reports, validating data, and determining follow up measures still takes a long time, so that the response to the issue of online radicalism is not yet fully responsive. The above data explains that there are no technical guidelines on the implementation of counter-radicalisation at the regional level, and its implementation still refers to central regulations as mandated in Law No. 5 of 2018.

In this regard, it was found that technical guidelines on the implementation of counter radicalisation measures at the regional level do not yet exist, and implementation still refers to central government regulations, which have not yet been issued by the government as mandated by Law No. 5 of 2018. As a result, the process of counter-radicalisation prevention cannot yet be implemented as stipulated in the law. This is due to the absence of technical regulations that can serve as a basis for the implementation of counter-radicalisation.

CONCLUSION

Based on the results of the research and discussions that have been carried out, it can be concluded that the implementation of counter-radicalisation policies through online media by the Central Sulawesi Regional Police's Directorate of Intelligence and Security has not been fully optimal. The implementation of policies still faces a number of obstacles in terms of communication, resources, disposition, and bureaucratic structure. Policy communication is still one-way (top-down) and has not been established comprehensively between implementers at the central level and implementers in the regions. Limited cross-sector communication has also resulted in weak synergy and coordination between relevant agencies. In terms of resources, the implementation of counter-radicalisation policies has not been supported by adequate personnel and information technology facilities. The number of personnel in the Special Sub-Directorate of the Directorate of Intelligence and Security is still limited, and not all of them have expertise in information technology and digital literacy. In terms of disposition, the implementers show high commitment and dedication in carrying out the policy, but they are still constrained by a lack of training and

supporting facilities. Meanwhile, in terms of bureaucratic structure, the absence of regional technical regulations has become an obstacle to policy implementation at the local level. To support the effective implementation of counter radicalisation policies through online media, it is necessary to increase human resource capacity, strengthen technological infrastructure, establish technical regulations in the regions, and improve inter-agency coordination so that counter-radicalisation programmes can run in an integrated and sustainable manner.

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